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ABSTRACT

The Working Party on Aims and Objectives reports on its reappraisal of elementary and secondary education in New Zealand. Attention is focused on four major concepts: 1) the school as a professional unit, 2) lifelong education as a continuing process beyond the formal school system, 3) continuity throughout the educational system, and 4) school community cooperation and mutual support. Within this framework, priority is placed on the continuing education of teachers, human and material resources reorganization and development, the strengthening of school-based curricula and the eliminating of national exams, and the fostering of change and innovation through research and evaluation. Specific areas of emphasis include the training of adult educators and the development of community schools, parent education and the rationalization of levels of training, the strengthening of the school as a professional unit, continuing for all teachers, courses for training officers and strengthening of vocational guidance, the establishment of a unified teaching profession, the development of school-based curricula, moral education as a planned part of the curriculum, and the strengthening of school-based assessment. The complete set of recommendations is a part of the narrative of this report. (Author/DW)

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EDUCATIONAL DEVELOPMENT
CONFERENCE
1973-74

IMPROVING LEARNING AND TEACHING

REPORT OF THE

WORKING PARTY ON IMPROVING LEARNING AND TEACHING

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EDUCATION & WELFARE
NATIONAL INSTITUTE OF
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EA 006 549

Wellington 1974

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Wellington,
10 December 1973.

Dear Mr Amos,

I have much pleasure in submitting to you the report of the Educational Development Conference Working Party on Improving Learning and Teaching.

Yours sincerely,

P. J. Lawrence,
Chairman.

Hon. P. A. Amos,
Minister of Education.

TERMS OF REFERENCE

The original terms of reference arising from the Educational Priorities Conference were to—

- Study the whole of the human resources available in teaching, including persons other than teachers, and, in the light of changing conditions, to consider ways in which they may be trained, made more efficient and used more effectively, indicating areas of needed improvement.
- Study the material resources available in the form of buildings and equipment and to consider desirable improvements in these, including their best utilisation.
- Study the curriculum and learning processes at all levels and especially the methods used for research, planning, development, experimentation, implementation, co-ordination, and evaluation.
- Study the inter-relationships that exist between the human and material resources and the curriculum.
- Recommend the most desirable size of units making up the system.
- Consider the assessment of students.
- Examine means whereby pupils can be educated and involved in the processes of democratic organisation.
- Study the learning and teaching situations that exist outside the formal institutions and consider ways of promoting this area of whole-life education.
- Consider the role of research in the improvement of learning and teaching.
- Make recommendations for the efficient and economic use of resources and for improvements, and have these costed.
- Recommend an order of priority for the areas studied.

Subsequently, the working party was informed by the Minister of Education, Hon. P. A. Amos, that it should interpret the original terms of reference very broadly and address itself to the more general task of establishing directions for educational development, as befitting an Educational Development Conference. We have therefore approached our task from this more general viewpoint but at the same time with a sense of the need to indicate priorities where this is possible.

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Mr J. W. A. Strachan.

Conference Executive Officer: Mr R. A. Scott.

Conference Secretary: Mr H. J. Needham.

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FOREWORD

This is the report of one of the three working parties which, during 1973, have examined various fields of education in preparation for the public discussion phase of the Educational Development Conference during the first half of 1974. The other two working parties have reported on aims and objectives and on organisation and administration. I should like to express my thanks to the chairman, Professor P. J. Lawrence and to the members of his working party for the time and effort that have gone into the preparation of this report. My thanks go also to the Advisory Council on Educational Planning, under the chairmanship of Professor F. W. Holmes, which is acting as steering committee for the Conference.

Minister of Education.

CHAIRMAN'S PREFACE

For over 2,000 years educationists have been writing about the improvement of learning and teaching; and they will go on writing about it as long as education is a topic for discussion. The difficulty is that there is no such thing as "learning and teaching" in the abstract, but rather varieties of learners and teachers, a wide range of objectives for learning and teaching, different contexts and methods, and even different views about relevant outcomes and appropriate ways of evaluating these outcomes.

In these circumstances it is hardly to be expected that a group of 20 or so people, already fully committed to full-time jobs and meeting monthly for just 1 year, would produce definitive answers to the perennial and central problems of learning and teaching. The remarkable thing is that we were able to reach such a unanimity of opinion on so many topics. While not all members feel equally strongly about, or necessarily agree with, every detail of our report, we do have a strong unanimity of viewpoint about our major emphases and priorities. If one can speak of the "spirit" of a report, then we are all committed to what we hope will show through as the spirit of this report.

The report is longer than we had intended, but there are no short cuts or "get-rich-quick" schemes in the field of learning and teaching and we regard the explanation and justification of our recommendations as being just as important as the specific recommendations themselves—perhaps more so in view of the fact that there is to be widespread public discussion of the main issues. Even so, we have not covered all the traditional areas or aspects of education: one notable omission is tertiary education, other than teacher education. Universities and technical institutes have such a variety and complexity of objectives, courses, academic organisation, and teaching contexts, that we were not able to deal with each of them as particular types of institution. We do make recommendations concerning the training of teachers in all tertiary institutions; and in other chapters implications which have particular relevance for universities or technical institutes are noted (for example, vocational education, and research and evaluation). There is also other tertiary level teaching which we have not attempted to study, for example nursing education, but we feel that the major emphases or principles in our report apply to all institutions. Teachers within particular tertiary institutions will know best how to translate these general principles into practice.

We have drawn upon the expertise and assistance of many people outside of our working party, and in some areas set up study groups to prepare background documents or reports for us. In four areas, we have thought it worth while to make the background reports available, either because they contain far more useful detail than we could incorporate in our report, or because the particular point of view represented was worthy of careful study in its own right. Two study group reports are of the former type, namely, *Libraries in Education*, and *Psychological, Guidance, and Support Services and Children with Special Needs;* and two of the latter, namely, *Maori Education*, and *Assessment*. These are available in limited quantities for those with special interests in these fields.

As a working party we would like to acknowledge the very efficient and helpful services of our two secretaries, I. W. Hall and J. W. A. Strachan, and the ready assistance which was always available to us from R. A. Scott, Executive Officer for the Educational Development Conference, and H. J. Needham, Conference Secretary.

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PART A GENERAL DIRECTIONS OF DEVELOPMENT: ESTABLISHING A PERSPECTIVE AND A PRIORITY

This first part of the report is both an introduction to the more detailed chapters which follow and a general statement of the perspective from which we have viewed the many and varied aspects of learning and teaching. It could be said that the remaining parts of the report are an unfolding of the general principles we establish and the viewpoint we adopt in these three chapters. Chapter 3 develops the theme which gives the report much of its coherence.

Chapter 1 EDUCATION AND SCHOOLING

It has always been a truism to say that there is more to education than schooling; indeed it can (and has) been said, with some degree of cynicism and without fear of ridicule, that "my education began when I left school". We tend to regard this as a tongue-in-cheek statement, having in mind the solid benefits for most people of a "sound schooling". But recent developments jolt us out of any complacency, especially those which explore quite seriously "alternatives" to traditional school systems as means to education. New Zealand already has its first "Learning Exchange"—a mechanism for putting those who wish to learn in touch with those who wish to teach—and while it would be easy to disregard this as mere educational froth which floats on the surface of the massive "system", this would be to ignore a growing awareness that schools cannot be expected to carry all the educational needs of our complex, rapidly changing, technological society. It would also be to underestimate the immense task of changing the school system—with all its administrative adjuncts—fast enough and adequately enough to cope with changing conditions, needs, and expectations. There are many prophets of doom among educational writers today who believe that the school system has been tried and found wanting and should now be dismantled. Reimer, for example, in writing on alternatives in education,* sums up the view of the deschoolers:

> The basic contradictions of the school system must become publicly apparent: that schools are too expensive to serve as a universal system of education, that schools perpetuate inequality, that schools inoculate the vast majority against education by forcing unwanted learning upon them, that a schooled society is blinded to its own errors . . . . One way of exposing the contradictions of schooling is to first expose the hypocrisy of its pretensions.

As a working party we needed first to settle our minds on the fundamental issues: Are we wasting our time examining and recommending changes in an obsolescent school system? Is it hypocrisy to think that we have any hope at all of translating into practice the definition of education provided by the Working Party on Aims and Objectives? Namely:

> Education involves those activities which extend the individual's ability to learn, relate, choose, create, communicate, challenge and respond to challenge so that he may live with purpose in the community of today and tomorrow and achieve satisfaction in the process.

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*Reimer, E. An Essay on Alternatives in Education. *Interchange*, Vol. 2, No. 1, 1971.

Our responses to these two issues have emerged as we have gradually worked our way through submissions, discussed a wide range of educational topics—from the provision of chalk to the reconstruction of the curriculum—and reached general agreement on the strengths, limitations, and possibilities inherent in the New Zealand educational system.

On the first issue, we believe that while it is always necessary to recognise the inadequacies of any institutional provision for education and while many of the specific criticisms made are valid, we reject the radical and revolutionary "solutions" of the deschoolers as unrealistic and at times naive. We have accepted the general principle that in a society such as ours it is necessary—if we are to have any real influence on the course of education—to adopt an evolutionary, not a revolutionary approach. We see no point in becoming "a voice crying in the wilderness", even although we know that radical critics may taunt us for accepting much of the status quo and that we forego the self-righteous glow which accompanies the utterance of shocking and dramatic educational heresies.

On the second issue we do not despair, even although we have become more conscious than most of the limitations of schooling, of the great gap between the ideal and the actual, and of the extent to which the New Zealand system falls short even of its own professed aspirations. We do not despair because we have tried to keep the whole exercise in historical perspective and have also become aware of the considerable groundswell in educational matters, the tangible evidence of which is found in the many excellent reports, official and semi-official working papers, and statements from professional bodies and interested organisations that have appeared over the last few years. In other words we believe that education in this country is already "on the move" and we are in a historical phase which is ready for and receptive to change. If there is still a long way to go to attain the objectives set out in the Aims and Objectives Report, we believe that in many respects we are at least heading in the right direction. Perhaps we can foreshadow a considerable number of our recommendations by saying that as we look at the many changes either mooted or "in the pipeline" we want to say quite simply, but loudly: "more speed, more flexibility, and more resources".

There is strength in our educational system and it would be unrealistic to ignore it. It is the strength of a good, middle of the road, wholesome system which, while it may not have the highlights of some overseas developments at least does not show the extremes of inadequate provision. What it gains in uniformity of reasonable provision it loses in diversity; and its very stability—carefully balanced by centralised organisation and distribution—may prevent it from changing fast enough to meet contemporary challenges. In brief, in a period of great opportunity which can be exciting as well as unnerving we acknowledge that "excitement" is hardly a term that we could use in characterising our present educational development. We think that being "wholesome" does not necessarily imply being "uninteresting" and believe that as a society we should be mature enough to stop being defensive about our system in the face of outside criticism; should be less concerned with comparing its provisions (favourably) with those of other countries; and should show greater eagerness in grasping the opportunities for development and innovation which abound. As a working party, we were asked to make recommendations for the *improvement* of learning and teaching, and we are satisfied that—the deschoolers notwithstanding—there are many possibilities for interesting and exciting improvement, despite the constraints of "the system".

Universal Education as a Social Experiment

It was pointed out earlier that we tried to keep a historical perspective and also that we found some of the "anti-system" solutions naive. This is not unimportant, for our point of view about what is possible and where our priorities should lie is influenced by this perspective: hence the brief historical excursion which follows.

To answer the question: "how do we come to be in the particular educational situation in which we find ourselves?" we need to turn to the educational tradition from which we have evolved. A study of the history of education is always salutory. It reminds us of the long tradition of enlightened ideas and aspirations in education going back to Plato and, at the same time, confronts us with the relative recency of universal education as a practical reality. This is a historical circumstance which it is easy to overlook. Our system of universal education is still, in historical terms, a massive social experiment which like all experiments must accept certain limitations when it is set up, but which must also subject itself to evaluation before conclusions are drawn. Like many enthusiastic experimenters, we often conveniently forget the limitations when interpreting results and almost always have a good reason for explaining away negative or awkward findings.

The major limitation in our social experiment is this: that we conceive of the process of education in terms of the individual's development and set up our expectations and objectives in these terms, but then (of necessity) abandon or at least seriously compromise this principle when we institutionalise education. This is crystallised in the plight of the young teacher who goes out into the educational world full of zeal and concern for the educational welfare of each pupil, but who sooner or later finds that he is dealing with an institution containing children, not a series of individual children presented to him in a manageable form as a result of the operations of a benign and infinitely flexible institution.

Universal education, as we have developed it during the last 100 years, is essentially an exercise in institutionalisation; to pretend that it is something else is to be quite unrealistic. The deschoolers, like Ivan Illich, are misleading us or at least playing upon our self-imposed gullibility: they interpret the results of our social experiment as though the initial limitations which made the experiment possible—those implicit in institutionalisation—can be disregarded.

But it is quite unrealistic to think that an institutionalised provision of education can meet all the particular needs of each individual child. We should not be forced into the position of claiming too much or of being expected to do the impossible through "the system". We should also protect teachers from pressures and expectations which are unreasonable. It would be easy to dream up a system of individualised instruction, of personal guidance for every child, of sensitive and well-informed treatment for each disadvantaged, disturbed, handicapped, or just idiosyncratic child. But it would be just a dream after all, in the hard light of the politics and economics of education. Even if we claimed that we had the technical knowledge for universal individualisation of education we certainly could not claim to have the resources, in time, in persons, or in finance.

From this it follows that if the quality of teaching and learning as it affects each individual is to rise above what can be achieved solely within a universal institutionalised system, then the school needs to be seen as one only of the educational forces influencing the individual. The motivation of the individual to learn, his sense of the reality of what he is studying, his willingness to forego present ease for future mastery, his eagerness to make use of community resources to make life more interesting—all of these depend upon the co-ordination of the educational responsibilities of the school and the community. Added to this, the community in its own right is not only a reservoir of teaching resources but is often the most effective teacher.

If one gives more than lip service to this widely accepted point of view, then the school cannot "go it alone"; and certain implications follow from this. In the first place it implies that the sharp institutional boundaries between school and community need to be made more permeable to allow for a two-way flow of experience and of resources. This is not just a simple matter of rearranging the system. It calls first of all for a change of attitude on both sides. During a time of weakness or early development in an institution, security is gained by establishing clear boundaries: the clear definition of the rights and roles of teachers, for example, was a very important step when teachers were still struggling for professional recognition.

But from a position of strength, or at least recognised establishment, it is possible to become much more flexible, to allow others to share some of the roles one has (where appropriate), or to adapt roles according to circumstances. This holds for the development of children; it holds for the development of institutions; and one can see it in almost every sociological problem. There is a stage of building up in which one has to define the boundaries in order to define oneself, but one grows beyond this stage. Teachers, for example, will need to reconsider their roles, *vis-a-vis* each other and *vis-a-vis* community resources, and this may prove to be extraordinarily difficult for them to do.

A second implication is that the home, as the most potent influence in development, must be involved more closely in the educational enterprise. Large-scale studies of educational achievement are unanimous in pointing to the predominant influence of the home environment, and we cannot ignore this. But if the environment is to be more fruitful as a positive educational influence then social, economic, and political measures will be involved: it is not just an educational problem. In the light of the clear evidence of home influence we need to strengthen the relationship of school and home—and there is evidence that this is already happening. In this report we make several recommendations along these lines—especially concerning the provision of better channels of communication.

A third implication concerns the world or work. There has always been a certain lack of trust on both sides. The school feels it must resist the utilitarian and materialistic pull of the working world; the working world sometimes feels that the teacher wants to educate the child in his own image and knows very little of vocational life beyond the classroom. As a working party we have been impressed by the development of the Vocational Training Council and the industrial training boards and what they are attempting to do. This reminds us of the interest which has flared up sporadically within education itself in relation to vocational activity, namely the concept of work experience. There is no doubt that somehow the rather inflexible boundaries between the school and the world of work must be readjusted if each is to gain from the particular educational strengths and resources of the other.

A fourth implication has been widely canvassed and is strongly supported by this working party: that is, community concern for the school and the community use of school resources. The time seems to be ripe for a substantial step forward on a national scale. We have had our experiments in the past and we have pilot studies right now, but it probably needs some courageous decisions, in high places as well as in local areas, to make worth-while progress.

Evaluation and Interpretation of the Social Experiment

The provision of universal education, in so far as it is a social experiment, should have two other aspects, although these are the easiest to ignore: a methodology for research and development, and an objective evaluation and interpretation of results. The latter function is being met in part by the very working party exercise in which we are engaged and will be continued in seminars throughout the country. We merely raise a question concerning "objectivity" at this point and take it up in the body of the report in one of our "assessment" recommendations. We are aware of the surveys of the International Association for Evaluation of Educational Achievement and of New Zealand's high standing, especially in reading and literature and some aspects of science, but such large-scale surveys are no substitute for regular and detailed national evaluation in the light of specific objectives. One difficulty is that, like anyone engaged in an experiment, educationists are so closely involved in the work they are doing that there is always a strong temptation to explain away gaps or inconsistencies in the whole system. We see our function, in this report, as one of pointing to some of the greatest gaps and inconsistencies, for example, continuing education, flexibility in curriculum development, and continuity in formal schooling.

One serious gap concerns the first of the two aspects mentioned above: methodology for research and development. Almost everyone pays lip service to research in education and most reports of committees or commissions end up with a plea for further research. Few, however, are prepared to acknowledge the investments of time, money, and manpower resources which are required. We believe that research and development in education can no longer be regarded as rather expensive luxuries to be tacked on to the whole enterprise when other needs have been met. They are a part of the whole process and must be built into the system in such a way that the flow of information between administrator, practitioner, and research worker or evaluator is facilitated by adequate institutional structures and channels. This is why we give special emphasis to research. While it may seem ironical that we deal with it at the end of our report, nevertheless we regard it as a major priority.

Equality of Opportunity in Historical Context

Equality of opportunity has been the foundation stone of modern democratic school systems. It is a product of the nineteenth century and shares all the strengths and weaknesses of nineteenth-century political and social attitudes. Its strength is obvious, but it has taken a century of effort to produce a system which by and large, is turning the idea into reality. Its weakness springs from the fact that as a principle of justice it does not go far enough. It says in effect: "here is the opportunity, take it or leave it—the responsibility is yours".

However, beyond this level of distribution of opportunity there is another principle, that of equity—that is, a distribution which takes into account the particular situation of each individual. We recognise this in special provisions for handicapped children and for particular groups such as Maori children in some areas. In Britain it is implicit in the concept of Educational Priority Areas and in the United States in such programmes as Headstart.

The present problem is that we have not consciously applied this criterion of equity to the school system as a whole. Hence the use of the derogatory phrase "drop-outs". We need to look at teaching and learning as in every case related to the situation of the learner and this includes not only handicap in the person, but misunderstanding, lack of support, or mistrust of the school system in the person's background. From this point of view, extra provision for those who failed to use an earlier opportunity should not be seen merely as an educational charity, but as a matter of equity. "Second-chance" or alternative channels of education especially at the later secondary level should therefore be regarded as an important objective in education. Equity as a principle of educational provision is appropriate for the last quarter of this century just as the provision of equality of educational opportunity has guided educational development since the last quarter of the nineteenth century.

Discontinuity: a Historical Outcome and an Educational Anachronism

Another nineteenth century legacy, but indeed stretching back to the very origin of schools, is the discontinuity of educational provisions. It is not necessary at this point to spell out the historical circumstances that resulted in the concept of the elementary school for the masses and a secondary school for the elite. New Zealand has fared much better than most of its European forebears in welding originally disparate parts into a single system. However, we think the fundamental question must be faced: "Is it not time for New Zealand to recognise how educationally indefensible our situation is, instead of leaving this observation to incredulous visitors from overseas?"

It could be argued that this is mainly a matter of administrative readjustment, and that there are numerous examples of co-operation and articulation between the primary and secondary services. However, the need to find examples is itself a confession of failure and cannot gloss over the discontinuities which slice through the system from the directorate through to the inspectorate, within teacher training, and (saddest of all) to the professional allegiance of teachers themselves.

Because we are concerned with learning and teaching as it affects each pupil we must confront the historical situation with the educational need—the need for the utmost flexibility, articulation, and sharing of resources, both human and material. Unified administrative and professional services are surely the necessary conditions for meeting these requirements adequately.

Universal Schooling and the Stability of Tradition

The setting up and operation (during the late nineteenth century) of a national system of compulsory schooling was a large-scale operation in the organisation and management of resources. Schools could be divided into classrooms, children could be divided into groups under one teacher, movement within the system could be governed by age or achievement, the curricula could be broken up into subjects, and the year's work could be governed by a sequential organisation of specific topics or levels of skill in the "tool" subjects. It is no wonder that some modern critics regard the typical school system of today as a relic from an industrial age in which the model of the factory was used as the basis for school organisation.

But looking back over the developments of the last hundred years we cannot fail to be impressed by what has been achieved—within the constraints of an institutionalised system and even if we adopt the "factory" model. There is an apparent fairness and efficiency in the system, the curriculum seems to divide up neatly into sequential "packets" of knowledge, and teachers can operate a small number of widely-used techniques to present these "packets" to their pupils and to test their retention. While this may appear to be a caricature of the real situation it is probably close enough to popular conceptions of schooling to be recognisable. It is a conception which is based upon the assumption that in the field of knowledge (whether it be knowledge as encapsulated in the curriculum or our knowledge of how to educate) the normal condition is one of stablity which is occasionally disturbed by short and perhaps regrettable periods of instability and change. Nevertheless the disturbances have not been too great, because the traditional school system has always been notorious for its cultural lag. It is, of course, a useful protection against fads and fashions and the conservative nature of schools can sometimes function as a useful anchor in times of too rapid social change.

In the hundred years since the setting-up stage of national systems, the "factory model" has begun to show its inadequacies. The major assumption of stability has disappeared, and change, uncertainty, and experimentation are now the normal conditions of life. We do not need to regret this, nor do we need to speak of it somewhat apologetically as representing a deterioration from the "good old days" of stability. Change and instability have always been precursors to social advance and greater opportunities for individual development.

The implications of this for education are clear: we must not only plan for change but learn to capitalise upon it rather than be overwhelmed by it. More specifically, as a working party we have emphasised throughout this report the centrality of continuing education for teachers if these new conditions are to be met and the opportunities within them realised.

There is, however, one further implication of a more controversial and difficult nature and although it falls within the terms of reference of the Working Party on Organisation and Administration it is critical in our thinking and in our recommendations: it concerns the balance between central responsibility and regional or local initiative. Just as the school needed to institutionalise itself to establish its particular role in society but now needs to open up the very boundaries with the community which it has built up, so the administration of education in New Zealand needed to be centralised to achieve the system we have today, but now needs voluntarily to devolve as many of its professional functions as it can. A devolution of professional responsibility places a heavy burden on the individual teacher or school and it is all too easy to argue that there is not enough professional responsibility and maturity at local levels to sustain the quality and equality of educational provisions as we have them under a central system. Although we do not accept this argument we realise that responsibility is rarely demonstrated until the occasion for its exercise arises. At some stage there must be a calculated risk, just as there is in every family group as children grow to maturity.

We believe that this occasion has already arisen: the complexity and the rate of change in the professional aspects of teaching have outstripped the capacity of a central administrative office to keep pace. Uniformity is a characteristic of a system under construction, but it is not a virtue in a mature system. In so many professional matters in education there is no one right answer, but what is important is that improvement is being sought. It is the act of seeking this improvement which is often the important educational aspect. This requires enthusiasm, co-operation, and a unity of purpose within a professional group, and the professional group in this respect is the school. Leadership within the school, then, becomes the key to professional team work, and this in turn implies that leaders have time and resources to understand their roles more fully. It points to professional collaboration within the school and within the region, hence the need for resource centres, for the ready availability of supporting ancillary services, for an inspectorate freed from many of their grading functions and allowed to develop as high-level co-ordinators, liaison officers, and general advisers for the region.

All of this calls for a high level of maturity and professional competence in the teaching profession: the outlook for any real improvement in teaching and learning depends ultimately upon the quality of the teachers. As a working party we have come back to this central requirement in almost everything we have discussed, and we put as our first priority the strengthening of the school as the professional unit within which teachers can be engaged in a co-operative venture, and within which their professional growth is provided for.

To return to the major theme of this opening chapter: we know that the school system is a part only of the whole process of education; we know that it has limitations both historical and organisational; but we believe that far from having "run its course" as a mode for providing education it has a potentiality for improving learning and teaching far greater than its critics allow. It will always be constrained within the limits set by resources, whether these be financial, material, or human; but at least some of the limitations reflect the limits of our own imagination and enterprise, and these lie within our own power to improve.

Chapter 2 LEARNERS AND TEACHERS

In chapter 1 we have been trying to place the school system in perspective by standing back from the details and looking at the historical context which has shaped both our institutions and our attitudes towards them. Some of the comments and judgments we have made are open to question, as are all generalisations on such a broad scale, and we need now to bring the whole exercise "down to earth" and to look more closely at all the educational provisions which make up the system. But before we turn to an examination of the traditional structures and functions of schooling, we think it necessary to look at the two sides of the central activities of education—learning and teaching—in terms of the two groups of actors involved in this interaction: learners and teachers.

The Learners

Learners as Statistics

Although we sometimes hear it said that education is "big business" in our overall economic and social life, we may not appreciate just how big, in fact, it is. At the close of the Second World War approximately 19 percent of New Zealand's population was made up of "learners" in educational institutions. Today the figure is close to 31 percent; add to this the teachers and administrative staff and we can say that one-third of the population of this country is involved in the giving and receiving of some form of education. The rate of increase of the "education" population has been dramatic—almost twice that of the mean population increase between 1960 and 1972.

Of the 907,000 (approx.) learners enrolled in educational institutions today:

5.1 percent are in playcentres or kindergartens (with 41.8 percent of the total in the former and 58.2 percent in the latter);

57.4 percent are in primary schools (13 percent of the primary total being in intermediate schools);

21.8 percent are in secondary schools; and

15.7 percent are in tertiary institutions (10.5 in technical, 0.9 in teachers colleges, and 4.3 in universities).

What is of more interest is the change in the composition of this population over the last 12 years. Between 1960 and 1972 the pre-school population increased by 136.1 percent, primary and secondary together by 31.7 percent, and tertiary by 85.5 percent. We would expect to find the major increases or variations in those parts of the total system in which there is no compulsion; but the pre-school increases are clear evidence of the rapidity of growth in this area, and there is no reason to believe that this growth will not continue. In 1960, pre-school children accounted for 3 percent of the total school population; in 1965, for 3.6 percent; in 1970, for 4.6 percent, and in 1972, for 5.1 percent. Pre-school education has been declared a priority area for development by the present Government, and in part B of this report we devote a separate chapter to some of the implications of the growing concern for the care and education of young children.

In the tertiary area, the greatest increase has occurred in technical education and although many of the implications are organisational and administrative (and are dealt with in some detail by the Working Party on Organisation and Administration) we have touched on several relevant matters in our chapter on vocational education.

Two other categories of learners, whose ratio of increase needs to be separated out from the figures already given, are Maoris and sixth and seventh formers. In 1945, Maori pupils in primary and secondary schools accounted for 8.9 percent of the total school population. This figure has increased steadily: to 9.8 in 1960, 11.1 in 1965, and 13.1 in 1972. The main reason for this increase in the Maori roll has been the increasing proportion of Maori pupils attending secondary schools. In 1960, secondary pupils accounted for 14.7 percent of the Maori roll, but by 1972 this had risen to 20.8 percent. The increase is brought home more vividly by comparing the increase in the total secondary roll over the period 1960 to 1972 with the increase in the Maori roll over the same period: 65.6 percent for the total roll and 148.8 percent for the Maori roll. But these figures do not reveal the problems which still beset Maori learners, and we turn to this topic in our separate chapter on Maori education.

The 65.6 increase in the total secondary roll mentioned above obscures an important trend: that 27.9 percent of this total increase came from the increase in the sixth and seventh forms. In absolute numbers this represents an increase of 21,820 sixth and seventh formers over the last 12 years. This raises important issues concerning the ways, and the places, in which these students should be educated. Although we touch on this issue in the chapter on secondary education, the main discussion is contained in the report of the Working Party on Organisation and Administration.

Learners as Persons

To know that there are approximately 46,000 children in pre-school organisations, 521,000 in primary, and 197,000 in secondary schools is doubtless of interest, but from our point of view the important thing is to recognise the dangers, for learning and teaching, of losing sight of the individual and dealing only with categories of learners. In the previous chapter it was suggested that some critics think that the greatest weakness of modern systems of education is their "factory model" structure. It must certainly be conceded that if the learner is thought of as a standard "product" being "processed", then the criticism is warranted. We now have enough well-tested knowledge to know that one of the most outstanding characteristics of human development is the great range of individual differences in almost every aspect of growth. At any given age we can expect a broad spectrum of differences in intelligence, achievements, social and emotional development, interests, needs, motives, attitudes, expectations, and experience. But there are even more subtle differences which influence the rate and manner of learning, for example personal tempo, confidence, and cognitive style. We have not progressed very far in defining and measuring these characteristics of learning, but a perceptive teacher is well aware of them.

One of the fundamental principles of enlightened educational thought throughout the history of education has been the necessity to take account of the characteristics of the individual learner. The gap between ideal and reality has always been very wide, and as was pointed out in the previous chapter, in any system of education there are limitations to individualisation which arise from the very nature of institutions as such. But during the last three or four decades in New Zealand considerable progress has been made towards reducing the gap. We believe that even greater progress is now possible and base this belief on four related aspects of educational development:

- The increased awareness of, and willingness to make use of a wider range of teaching methods based upon the learner's own rate and level of responding;
- The availability of a more diverse range of learning resources—from printed materials to audio-visual aids;
- The greater flexibility in curriculum development which places greater responsibility on the teacher to adapt his programme to the characteristics and experience of the learners;
- The growing awareness of the need for readily available support and advisory services along with a programme of continuing education for teachers (especially in curriculum and methodology) which is seen as part of the total pattern of teacher education.

These crucial aspects of educational development are examined in more detail in later chapters on the curriculum, learning resources, and the education of teachers, but they are emphasised in many other places in the whole report. They are all aimed at providing as far as possible conditions within which the individual learner can develop most effectively.

There are not only differences in learning styles and capacities, but more radical differences which arise from various types of handicap, or from social or cultural background. New Zealand has a good record in providing for children with special needs, but we have reached the stage where resources need to be increased considerably if progress is to be made. Most of these resources are in the area of adequacy of staffing, staff training, and supporting services and the major requirements are specified in the chapter on psychological, guidance, and support services and children with special needs. In the same section of the report (part D) we discuss the education of Maoris and the needs of rural children. But there is another group—sometimes referred to as the socially disadvantaged—which cannot be defined very precisely but which is of great concern to educationists in all developed countries. Some comments on the problems posed by the disadvantaged learner are called for.

In the first chapter, in the section on equality of opportunity, it was pointed out that we should not regard "second chance" education as an educational charity. Nor should we assume that the "drop out" must necessarily accept the blame for having failed to make use of the opportunities presented to him. Where individuals have not been able to (or cannot) make adequate use of the normal channels and methods of education we have an obligation to examine carefully the relevance and appropriateness of what we are offering them (or expecting of them) in schools, before categorising them as "reluctant learners". We should consider the hypocrisy of offering a type and method of schooling which is designed for a "standard" middle-class academically-oriented child and then ignoring those from a different social background who reject it or who have a dismal record of failure or poor motivation. Schooling, like public health, is not purely a matter of individual choice: the educator has a responsibility towards the individuals who influence the quality of the community as a whole which is in some respects similar to the responsibility implied in the concept of "preventive" health services. The Plowden report used the term "positive discrimination" to refer to the extra effort needed to provide for the disadvantaged, and Halsey in his recent report on the Educational Priority Areas in Britain points out that we are moving from an emphasis on equality of opportunity to equality of attainment where there is equality of potential, with a clear acceptance of the implication that this involves additional special provision for those who start with the handicap of an impoverished home background. We know full well that this problem cannot be solved by the individual teacher, who may already be harassed and disillusioned by the task of attempting to cope with such children: it is a situation which calls for a network of changes in supporting services, teaching conditions, and curriculum resources advocated throughout our report.

Lifelong Learners

We have been concentrating on the school, as though this is the place with a special option on learning. The "factory model" can be particularly misleading here, because it leads us to adopt an oversimplified view of learning—a conveyor-belt concept in which each bit of learning appears at the right time, is added in at the right place, and eventually culminates in the finished product at certain check-out points. But it is a serious blunder to assume that educational growth is smooth, predictable, terminal in the late teens, and neatly sequential. Educational institutions thrive on self-fulfilling prophecies—it is all too easy for the early failure to remain a failure; it is usual (but false) to assume that lack of interest, motivation, or effort in school subjects during formal school years implies lack of these characteristics thereafter; and it is perhaps difficult for the teacher—with a "success story" of conventional educational achievement behind him—to accept the possibility of educational goals being attained through varied and unconventional means.

All of this implies that our institutional structures should avoid the imposition of a premature, irreversible, or terminal pattern of educational development on learners. Hence our concern in the report for "lifelong" education, for the removal of unnecessary boundaries between primary and secondary education, for more attention to vocational education, and for the strenghtening of communication and co-operation between all educational agencies, formal and informal, at a local and regional level. These concerns arise from the basic premise that the learning "needs" and "episodes" in a learner's life are often unpredictable and are not always best served by a tight, sequential educational structure—the logical organisation of the system should not mislead us into thinking that learning, as the individual learner experiences it, is such a neat, orderly, predictable process. And it is, after all, for varieties of individual learners that the whole complex system of education exists. Our final point, then, in considering the learner, is that we must broaden our conception of education and see beyond the school to the variety of educational resources which may play a part in the development of the individual learner.

The Teachers

The Teaching Force

Teaching calls for well-educated and personally mature men and women who can accept the responsibilities of professional life. But the very size of the teaching profession in the national workforce creates a problem: it requires complex structures of training, appointment, grading, salary and conditions of service; yet these very structures may sometimes appear to work against the need for stability, flexibility, and initiative in the system as a whole. Before examining the professional activities of the teacher in more detail it is necessary to consider certain aspects of teacher supply as this has a direct bearing upon the work of the teacher.

The teaching force is substantial—over 36,000 full and part-time teachers in educational institutions of whom approximately 20,000 are primary, and 11,000 secondary teachers. We note that in the most recent report of the Department of Education (E. 1, 1973) the supply of primary teachers for 1973 is described as "buoyant", and that of secondary teachers as "much better than it has been for some years". With the full implementation of improved staffing ratios and increasing rolls, the demand for teachers will continue to increase. It was estimated, in a statement prepared for the 1972 Educational Priorities Conference,* that between 1971 and 1981 3,000 additional primary teachers will be required, and that by 1977, the peak year for increases in secondary rolls, 2,000 additional secondary teachers will be required (over the 1971 figure).

School enrolment projections for the next 10 years† suggest that primary school rolls will fall slightly until 1977 but that from 1978 there will be a steady rise. After the peak year of 1977, it appears that secondary rolls will begin to fall slightly until 1981. But even those figures may be changed as new data on actual births in 1972–73 are incorporated into the projections. It is not, of course, possible to translate movements in roll projections directly into teacher supply requirements because of the effect of gradual implementation of basic staffing schedules and changes in staffing structures for senior administrative positions and positions of responsibility.

There are also distribution problems, for example the relative attractiveness of different geographic areas, the advantages of teaching in areas where tertiary education is available, differences between subjects (for example, the current staffing shortages in economics, mathematics, and some sciences), and the high degree of immobility of young married women teachers. As a result there may be an oversupply of particular groups of teachers in one area while there are serious shortages in other areas. But looking at the overall shape of the projections it does appear that there may be "breathing spaces" in teacher supply requirements which should allow for the implementation of those recommendations in this report which call for increases in specialised staffing in schools and general support staff.

**Public Education in 1972.* Wellington: Department of Education. 1972.

†*Primary and Secondary School Enrolment Projections 1973–1983.* Wellington: Department of Education. 1973.

One of the main requirements in any large-scale school system is a steady reduction in the teacher-pupil ratio. As we point out elsewhere, this in itself is not sufficient to ensure improvements in learning and teaching, but it is a major contributing factor. There have been considerable improvements in staffing ratios since 1962, although the major Commission on Education recommendations of that time are only now approaching fulfilment. But conditions in schools have changed considerably since 1962 and staff increases have often been absorbed by these changes rather than resulting in a reduction of class size; for example, in sixth and seventh forms the introduction of liberal studies and Sixth Form Certificate programmes has made extra demands on staffing. In primary and intermediate schools the aim has been to achieve a staffing ratio of 1:35: the relevant figures for 1972 indicated that 3 percent of all classes had over 40 pupils, 27 percent between 36 and 40 pupils, and 28 percent between 31 and 35. We are told (Department of Education advice) that all primary and intermediate schools will be on the 1:35 ratios by February 1974, and we note that in its election manifesto the Labour Party indicated that it would aim for a 1:30 ratio.

When evaluating the present staffing situation in terms of the recommendations of the Commission on Education, it is important to bear in mind that these recommendations were made against the background of the situation at that time and should not be regarded as the last word on teacher-pupil ratios. Quite apart from the developments in school organisation and functioning over the last 10 years, there are many new demands on the school, not the least of which are the requirements discussed in this report if learning and teaching are to be improved. We do not recommend specific teacher-pupil ratios, nor do we think it is possible to specify optimum class sizes. It is quite obvious that a teacher cannot give individual attention to 35 pupils in a class—nor even to 25. What we do stress is that the staffing in a school must be such that those who hold positions of responsibility have time to exercise this responsibility; that there be sufficient flexibility in the deployment of staff to cover a variety of learning situations and pupil groups; that ancillary staff be available where they can free the teachers to make maximum use of their professional skills; that supporting staff be readily available to the school to assist class teachers; and that pupil-contact time be reduced to enable class teachers to spend more time in planning and preparation. Staff salaries take up 65 percent of the total education budget and we appreciate that a substantial improvement in staff-pupil ratios would therefore be very costly. In our last chapter we take up the problem of relative costs of this compared with various other improvements, bearing in mind that education, like all other services in the community, must operate within realistic financial limits.

One further feature of the staffing situation which is not evident when overall figures are studied is the number of relatively inexperienced teachers in the teaching force. For example, over 25 percent of primary school teachers have fewer than 4 years' teaching experience, and 73 percent of the 617 married women who returned to the primary service in 1972 had fewer than 5 years' previous teaching experience. The same pattern is evident in secondary schools: it is not unusual for a large school to have as many as two-thirds of its teachers under 30, with 10 to 12 first-year teachers. While we realise that it is not always possible to give the inexperienced teacher the size and type of class which would be most appropriate, nevertheless, we have heard enough evidence of young teachers in difficulties with classes which they cannot manage to stress the need for strong support for those in their early years of teaching. We have more to say about classroom pressures in a later section of this chapter.

With approximately 31,000 teachers in primary and secondary schools, it is difficult to generalise about the quality of the teaching force in any useful way. Entry standards and competition for entry have varied over the years but the present situation is very encouraging and there is good reason to believe that the quality of entrants to teachers colleges is rising steadily. In the chapter of our report on the education of teachers we make recommendations concerning the need for teachers to develop their professional competence through in-service courses and opportunities for study, and in the discussion of the curriculum we recommend the provision of "teachers centres". But in this chapter we are more concerned with examining the professional activities of the teacher in his classroom, school, and the education system at large.

The Roles of the Teacher

A good teacher guides the dependent learner towards independence in his learning; but having granted this we must not underestimate the central role of the teacher in the development of the learner. Unfortunately, the apparent simplicity of the words "teacher" and "teaching" can lead to misunderstanding or poverty of interpretation both within and outside of the profession itself. The narrow conception of a teacher standing in front of a class talking does less than justice to the many teaching situations—some of which may appear to be informal and indirect even although they have been carefully planned to achieve exactly this effect. It is difficult to separate out teaching as an activity from the resources used in teaching. But we cannot go far wrong if we think of a teacher as one who is responsible for systematic planning in the bringing together of the learner and appropriate learning resources. These resources include not only material resources—for example, books or equipment—but also the more subtle personal resources of the teacher himself: such things as personality, style of speech, interest in and knowledge of the subject, concern for the learners as individuals, and skill in using a variety of teaching methods.

Just as "teaching" covers a wide range of activities, so the word "teacher" should not be interpreted narrowly. Apart from the obvious categorisations of teachers in terms of institution or educational level of the learners, there is a much more important perspective, namely that of teacher role—or rather roles, because it is the diversity of tasks required of the teacher which is not fully appreciated. Once this is acknowledged, then it must also be acknowledged that teachers vary greatly, not only in their personal resources, but also in the extent to which as individuals they are capable of coping successfully with all the roles which they are asked to perform.

A teacher operates within different organisational settings: his class (or classes), his school, and the community and education system at large. In each of these contexts his role is quite different: in the classroom he is primarily a manager; in the school he is one of a number of executive officers; in the educational system at large he is a professional representative. The resulting roles all have their own character and make demands that require different skills.

The Teacher as a Classroom Manager

In the classroom, the teacher is a manager of pupils. Whatever our sympathy for the individual, and our hope for his personal growth, we must remember that the teacher has to work within the group situation, and has a first responsibility to so manage that group situation that all individuals within it learn as efficiently as possible. This is often forgotten by those who castigate the schools for failing to give each learner the individual attention he needs. It is also a task the difficulties of which are greatly underestimated by those who have never attempted it, or even sometimes by those who have moved out of the everyday class situation to higher administrative or advisory posts. The problem of ensuring that everyone gets equitable treatment—virtually all at the same time—is always lurking in the background, for learners at all levels have a sharp sense of "fairness" in the group situation.

A teacher must be a manager *par excellence*—planning, responding to crises, making decisions rapidly (and frequently), and all the time with an eye alert to how the classroom system is functioning as a whole. But he must also be something of an actor if he is to portray the characteristics typically expected of him in his classroom activities—for example, tolerance, sympathy, benevolence, tact, firmness, fairness, and warmth in personal relationships. It is a mistake to assume, as popular folklore does, that good teachers are "born" with these characteristics; a teacher does not have to be a loving, benevolent, firm, fair, and warm person, but he must, if the learning situation requires it, be able to behave in the classroom in these ways, and the necessary simulation of these behaviours can be exhausting.

All of this was much simpler when the managerial role of the teacher was authoritarian—backed up by rigid punishment systems, and made relatively easy by the assumption that individual differences are at best a nuisance to good classroom management and at worst, aberrations. But as was pointed out in the previous chapter, the concept of authority, even in society at large, is changing. In education, the whole weight of our knowledge of conditions which facilitate learning and which contribute to mature social developments leads us to seek for more enlightened, humane, and constructive modes of discipline. Teachers are often caught between the two extremes of realistic group management and maximum consideration for the individuals within the group, and for conscientious teachers this can become an almost insuperable problem.

It was mentioned earlier that inexperienced teachers need support; but the problem is not limited to inexperienced teachers alone. As a working party we are very conscious of the fact that many of the desirable changes in curriculum and methods will require greater professional sophistication on the part of the teacher. But for a teacher who is still struggling for survival in elementary matters of discipline, such recommendations are unrealistic, and even threatening.

To the layman, it may come as a shock to hear teachers talk of the first principle of classroom management—personal survival; and to the young teacher it may come as a shock to meet the cynicism of older teachers. We are not suggesting that all schools and all classes make this sort of impact, but we would be dishonest as a working party if we did not report our concern for the fact that it is not generally realised that there are many teachers who are inadequately prepared for what is demanded of them, lacking in necessary material resources, unable (or not knowing how) to call upon professional support when they most need it, disillusioned by the gap between the ideal and reality, and even in some cases plainly frightened of rebellious and abusive pupils. We do not wish to overdramatise the situation, but nor do we wish to gloss over the difficulties facing many teachers today.

The Teacher in the School

A teacher is not only manager of a classroom but part of a larger organisation in which he plays a very different role. His extra-class duties are not just limited to supervision of pupil activities in sport, clubs, or the domestic activities of school routines but extend to some participation in planning the organisation of the school itself. Whether it be timetabling, the provision of equipment, curriculum planning, or the arranging of school functions, he must collaborate with fellow teachers and accept some responsibility for the effective operation of the school system as a whole. For many teachers who have come straight from the conditions of tutelage of school, university, and teachers college this will be their first experience of working within a team of peers: a situation in which the "classroom teacher" stance is quite inappropriate.

While it would be informative to list the great variety of extra-curricular activities which teachers are called upon or volunteer to undertake, and although this has a direct bearing on the teacher's working day and the time he has available for marking, planning work, preparing materials, and dealing with the problems of individual pupils, we are more concerned with the collaborative aspect of his contribution to the school. Of central importance to the theme developed in this report is the teacher's professional commitment to the educational objectives and organisation of the school as a whole, and his ability and willingness to collaborate with other staff in the realisation of these objectives. We regard this as being of such vital importance to our major recommendations that we take it up in more detail in the following chapter.

The Teacher in the Community and the Education System

As a professional representative in the community, the teacher's first and main contacts are with the parents of his pupils. This is not as straightforward a task as it may seem: on the one hand, he must know enough about each pupil to make constructive comments to interested parents, yet on the other hand he must sometimes try to interest parents in their child's progress or behaviour where home co-operation is essential for progress. He obviously needs tact and a sensitivity to the variety of backgrounds within which his pupils have been brought up, yet he is not in a position to influence these backgrounds directly where they are working against the good of the school and the pupil himself.

Teachers are aware of the fact that their professional skills can be valued very differently in different communities—from the extreme situation where teachers, schools, and the values they stand for are rejected (sometimes quite crudely) as irrelevant to the task of getting out into the world and earning a wage, to the other extreme where the profession as such is regarded with that touch of superiority and patronage normally reserved for those "in service". "Relating to the community" is an important dimension of the teacher's task, but if it is to be fruitful it requires a comparable gesture from those in the community. In several places in this report we recommend closer relationships with parents and the local community, but we are aware that this is not an easy task for many teachers, and virtually impossible if it is not reciprocated by the community.

There is another aspect which is becoming increasingly important, but for which teachers, and administrators as well, are not normally well prepared: that is "public relations" or just simply "publicity". So many changes take place in one generation that parents are often puzzled by and sometimes antagonistic to, what the schools are teaching and the methods they use. Teachers are in the front line of any improvement in public relations, as it is normally through concern for their particular children that parents show an interest in education. We believe that many misunderstandings have occurred because of the very poor publicity in education as a whole. While we think that teachers could do much to give parents and the wider community a better understanding of what schools are attempting to achieve, we believe that this is something which should be tackled more seriously at a national level. The Department of Education could play a key role, but like the teaching profession as a whole it shows some of the reticence of the academic who feels it is unbecoming to "sell his wares". In contrast to public health and agriculture, education is well behind in the field of publicity—despite the fact that in such areas as communication, stimulation of interest, and the effective use of audio-visual methods, it should be in the forefront. We dwell on this at this point because better publicity concerning the objectives and methods of modern education could make a significant difference to the relationships between teachers and their communities.

As far as the education system as a whole is concerned, teachers play a role in its functioning through their professional organisations.

Although it is mostly the "political" elements of their activities which attract public attention through the mass media, it would be unfortunate if their professional concerns for improving conditions of learning and teaching were overlooked. Teachers' organisations can and have exercised considerable power in the development of education in New Zealand. As they become even more powerful through effective organisation and increasing skill in applying political pressures, it becomes very important for teachers as a whole to have a clear conception of the major objectives for education in New Zealand, the procedures through which they can be attained, and the extent to which the policies of their organisations facilitate or hinder their attainment. We have more to say on this matter in our chapter on continuity.

Teaching has a cyclic characteristic: teachers in training are placed with experienced teachers who thus influence the attitudes and practices of the oncoming group of young teachers. But an even more powerful influence is provided by the incidental effect which a teacher has on his pupils by providing a model of teaching as a profession. To a certain extent, every educational system has this built-in conservatism, and while it makes for stability in conditions where there are few changes in teaching attitudes and practices, it can be a retarding factor when change is needed. One of the themes of this report is "innovation"—not change for the sake of change but flexibility and experimentation as necessary characteristics of a system which must respond to the changing needs of society and of individuals. Teachers are the central actors in this process of innovation, and much of our report is devoted to an analysis of the conditions under which they can play this role fully and effectively.

Chapter 3 THE SCHOOL AS A PROFESSIONAL UNIT AND A LEARNING COMMUNITY

There is a tremendous investment of manpower in the teaching force, hence it is this area—the efficient utilisation of manpower—which is likely to yield the best return for further investment. We arrive at this conclusion, not from economic analysis but from our examination of the factors which hinder or could facilitate improvements in learning and teaching. It is very easy to make glib generalisations about "what is wrong with education"—assuming that such a statement has any real meaning at all; or "how 'the system' should be changed"—implying that a simple adjustment to the mechanism has the same relationship to education as a tune-up has to a car engine. But as soon as the more useful specific questions about the quality of education are asked, they lead to an examination of the quality of the learning and teaching which is going on in thousands of classrooms throughout hundreds of hours during the school year.

Generalising in these circumstances is difficult, and can be dangerous, and as a working party we have been constantly aware that, ultimately, the day-to-day processes of learner-teacher interaction are what really count. We have been concerned with the quality of this interaction and believe that any set of recommendations or priorities for development which makes little impact at this level will have a minimal influence on the quality of education as a whole. Whenever possible, we have tried to use this vision of the individual teacher in his particular classroom and school as the touchstone for our selection of areas of priority and our specific recommendations. We have also tried to envisage the conditions under which each teacher can make the best use of his time and abilities for the good of his pupils—a process which T. Husén sums up in a nutshell as "diagnosing the status of every pupil, seeing to it that the pupil is confronted with appropriate subject-matter and experiences (since all knowledge need not be verbally communicated), and checking on individual progress".*

In the first chapter we have touched on certain historical factors which have shaped the present system and have pointed out that the building up of a national system in a relatively short time is, historically speaking, a considerable achievement. In establishing

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*Husén, T. School for Life. *London Educational Review*. Vol. 1, No. 3, 1972.

this system certain requirements have of necessity taken priority, for example: equality of distribution of resources, both human and material; fairness and efficiency in the appointment of teachers; uniformity and co-ordination of syllabuses; the setting of minimal standards for public recognition; protection for the schools from arbitrary local interference and from regional differences in facilities. But having met these requirements and having achieved a level of stability and maturity, the system is now ready for the next step forward; a step which will allow for diversity while safeguarding the body of tested experience, and which will shift the balance of responsibility from the administrative structures above the school and towards the school itself as a professional unit.

This is a *shift in the weighting* of responsibility, not a *transfer* of ultimate responsibility. We believe that if schools are given greater responsibility for their own functioning, if teachers are prepared to accept this responsibility with all its implications of professional collaboration and commitment to the welfare of the school as a whole, and if reasonable support is available, then this investment of trust and support will yield a worth-while return. In our discussions we have used a shorthand phrase to refer to this change of emphasis and its many implications, and we use it in this report for the same purpose: "the school as a professional unit".

The word "professional" reflects the fact that in the act of teaching there can be no automatic application of a set of ready-made routines, but rather a constant adaptation of knowledge and skill in the light of general principles and for the purpose of meeting the needs of individuals who differ. And we use the word "unit" to emphasise the fact that teachers cannot work in isolation, that a school is more than a collection of individual teachers, and that skills of management and co-ordination are necessary if the individual teacher, as well as the individual learner, is to gain the greatest benefit from the full resources of the school. If we start from the learner's point of view it might be more appropriate to speak of "the school as a learning community", and this is certainly how we visualise the school. But the two phrases are the two sides of the one coin and it is for the sake of the learning community that we emphasise the responsibility of the school to function as a professional unit.

The Guiding Concept

Our first priority, then, is attitudinal; we have found that once we accept the concept of "professional unit", then the implications for specific changes and developments as recommended in the remainder of this report hang together. They are, in fact, the conditions under which the concept can be realised in practice, and as we study the various conditions we have a guiding principle which enables us to establish priorities. Of all the conditions which we think to be necessary, there is one which stands out as providing the major mechanism for the realisation of the concept—the continuing education of teachers or, as it is normally termed, in-service training. Without this, the whole structure of our recommendations is weakened, if not destroyed, and we therefore place it in the very centre of further educational development.

But the complementary aspect of the professional unit—the learning community—also implies an attitudinal element. It implies that the school as a community must be sensitive to the needs of all its pupils whether they be gifted, handicapped, from educationally supportive homes, or from educationally cramping and restrictive environments. It implies that pupils should be involved in the whole range of school activities to the limit of their experience and maturity. And it implies above all that the principal, those around him in positions of administrative responsibility, and the teachers, should see themselves as part of a joint enterprise with a maximum of shared responsibility and effective professional communication. We are not suggesting that these conditions do not already exist in some schools; but we think it essential that they should exist in all schools.

The Practical Implications Within the School

Bearing in mind the succinct description of teaching quoted earlier from T. Husén—with its key words: "diagnosing", "confronting", and "checking"—it is easy to understand why the notion of flexibility emerges as a major condition for progress, along with its twin notion of innovation. We do not wish to be misunderstood in emphasising innovation in several of the major chapters, and have been careful to point out that we are using the word to refer to carefully planned and evaluated changes designed to improve methods of learning and teaching. If we thought that we had the definitive answers to questions concerning the appropriate type of curriculum for every level and every objective, or concerning the best methods of teaching in every situation, then we would say so. But we do not have these answers, nor do we believe that such answers can be found in general terms. They can be found only for this teacher, in this situation, with this objective, and with this pupil or class. To do this requires flexibility of organisation and approach, and innovation in the use of materials and techniques, both, of course, functioning in the light of experience and with the support and guidance of others.

We do not limit flexibility and innovation to the classroom, but see it as extending to the deployment of staff in a school, the construction of the curriculum, methods of school evaluation, the development of versatile teaching spaces in school buildings, and the organisation of the school system itself. This will result in diversity, but this is just the quality which we feel to be lacking in New Zealand education. The cynic may think that it will lead to chaos, but we believe that the teaching profession is sufficiently mature and responsible, within each professional unit, to know when diversity is for the good of the pupil and when it should be restrained.

Another implication of our recommendations is the need to reduce the number of formal class-contact hours to allow for the joint planning, preparation, evaluation, and in-service training which will be required to provide for the diversity of individual needs in learners and to become acquainted with and learn to use new methods and materials. Again, the cynic may point to 5 or so daily hours of formal class time and to school holidays and argue that there is already plenty of time available outside of class hours. As to the former, examination of the total workload of a conscientious teacher denies the idea of a short working day. And as far as school holidays are concerned, these are increasingly being used for professional courses; we envisage that they will certainly be so used even more heavily. For those teachers who face a class for 5 hours a day 5 days a week, a break each term from the concentrated and relentless pressure of coping with the needs, demands, problems, and moods of between 20 to 40 vigorous young individuals in a group is a necessary safeguard to mental health. What is needed however, is a redistribution of time within the working day and throughout the year; under such circumstances both could be used more effectively and economically.

While this implies liberality in staffing (including ancillary staffing) to allow for greater flexibility in the deployment of teaching functions within a school, it also implies the need for adequate facilities and resources to allow for such activities as small group work, individualised programmes, and independent study. In brief, with a change in emphasis from teaching, in the traditional sense, to the variety of modes and settings within which learning takes place, the teacher becomes a much more sophisticated manager of learning resources for the individual learner. He needs more time to plan and execute this demanding function; but a reduction in face-to-face class hours, which would give him this time, requires a greater range and availability of learning resources, a topic which we develop at some length in a later chapter.

At this point, all that we need to say about resources is that we see the need for expansion of, and greater co-ordination between, all types of resource materials (including books, audio-visual aids, equipment), the building up of resource centres in the school as well as in the district, and the ready availability of resource advisers. When attention focusses on the school as the unit, then the implication is that resources serve the school, and the mechanisms by which these resources are made available must be carefully planned and adequately provided for. Too often the teacher, and the school, waste valuable time trying to locate resources, or fail to use resources because of inadequate specialised assistance. This is false economy and reduces the value of the initial investment in staff quite unnecessarily. It is something which can and should be remedied.

Reference was made earlier to flexibility in providing versatile teaching spaces: we should add "learner" spaces as well. Buildings often determine what is possible; they create an expectation of how teaching should proceed; or they may wreck the best of educational plans when space is inadequate. The redistribution of the teaching day, for example, requires adequate work space for teachers, just as the concept of the learning community requires "social spaces" as an integral part of the school's functioning. We are aware that there are many difficulties in the provision of buildings and know that efforts are constantly being made to improve design. But when we consider the implications of the school as a professional unit—with its own particular needs and style—we see the need for maximum flexibility in planning, within the obvious limits of financing. Hence our discussion at a later stage of school building.

One further implication of great importance. Freedom to experiment implies responsibility for evaluation, and this must be part of the total programme of assessment in the school. Husén's third teaching activity—"checking"—is easy to give assent to, but difficult to provide for in a systematic and effective way. We regard this as an area of inadequacy in schools and take it up for specific comment and recommendation in later chapters on the primary school (chapter 6), the curriculum (chapter 11), and assessment (chapter 13). It is, in our thinking, a key factor in the successful operation of the school as a professional unit.

The Size of the School

To speak of a "unit" implies some consideration of size, particularly in relation to the effect of size upon both learners and teachers. This is not a matter we have been able to resolve satisfactorily because of the necessity to balance a number of conflicting factors. Quite apart from the educational considerations, it would be unrealistic to ignore the financial implications of, for example, recommending a large number of smaller units spread around an urban area. The major educational factor is the pupil's sense of identity within a community, but there is no evidence which suggests that *there is a clearcut answer* to the question of optimum size of this community at all levels. What we can say with confidence is that major factors in creating a sense of community in a school—of whatever size—are the social organisation of the school and the extent to which the individual pupil is known and guided by someone who has a responsibility towards him, who is available to give help and advice, and who has *time to discharge this responsibility*. A pupil in a school of 500 whose only adult contact is a busy classroom teacher with 35 pupils to teach is not necessarily better off than another pupil in a school of 1,000 in which specific provision is made for certain staff members to have pastoral responsibilities for groups of pupils.

Our intuitive response to the problem of school size is to suggest that pupils will gain more from an environment in which they can literally see their school community as a whole, experience it as a whole, know all the teachers at least by sight, and be offered a wide enough range of courses, sports, clubs, and other extra-curricular activities to have some real freedom of choice to meet individual needs. From the teacher's point of view, the school is clearly too large when the principal and his senior administrative staff are remote from individual members of staff. The concept of the professional unit implies that the school should be large enough to allow for the sharing and professional collaboration necessary to make maximum use of the various strengths and resources of staff members, but not so large that staff lose their sense of cohesiveness as a group.

Although these reactions are intuitive, there is nothing intuitive about our strongly critical reaction to the situation which can arise all too often when the school is expected to take increased numbers of pupils but is not provided with adequate space or resources to give them or their teachers the reasonable conditions they have a right to expect. This is a current problem of some urgency; an academic discussion of optimum school size seems remote in such circumstances. A final comment, in keeping with the tone of the report: if we cannot resolve the problem of size, then we would urge that "experiments" in new administrative arrangements in large secondary schools (such as at Burnside High School in Christchurch) be properly evaluated. Too often the word "experiment" is used by administrators as a euphemism for "intended new policy", but at Burnside, and elsewhere, we believe that while innovations in the organisation of large schools ought to be encouraged, the outcomes should also be studied in some detail by those who have the professional skills to do so.

Implications Beyond the School

A shift in the weighting of responsibility towards the school must be paralleled by the provision of adequate supporting services. It is doubtful whether the word "adequate" can be defined, and we would expect teachers to have a somewhat more generous definition than those who are responsible for the financial implications of what is thought to be adequate. Exact numbers are matters for negotiation, but the general principles which guide such negotiation need to be clear. In many places in this report we stress the need for further provision of advisers of various types, supporting services in the field of guidance and for children with special needs, specialist staffing for resource centres, and a substantial increase in ancillary staff of various types. These are not unreasonable requirements; in fact they are essential if we are serious about the educational objectives so often proclaimed and acclaimed in modern society.

We have already emphasised the need for in-service training and the availability of resources, hence our recommendations on the provision of resource centres and teachers' centres to serve groups of schools (see chapter 8: The General and Professional Education of Teachers and chapter 14: Learning Resources). We also envisage that schools in an area will need to co-operate in sharing resources where appropriate and that this co-operation will extend to neighbouring schools of different educational levels as well as across schools at the same level.

The Inspectorate

It may seem that we are ignoring the hard realities of self-interest in most institutions, and that by emphasising the school as the professional unit we may, in fact, reinforce the isolation which we would like to reduce. There is obviously a need for very experienced, perceptive, and forward-looking educationists who can assist in, or even initiate this type of professional communication. They would act as advisers in a very general way—indeed, they would be professional officers of the very highest standing in the educational community. This is the role we see for the inspectorate, and it is obviously far removed from grading functions which at present take up so much time.

Perhaps the time has come to get rid of the word "inspector", with all its unfortunate connotations. This is not meant to imply that we wish to abolish evaluation functions altogether, but that we envisage school evaluation (as distinct from teacher assessment) as being the responsibility of a more broadly-based team than that of the present school inspections (see chapter 13: Assessment).

Having studied documents on the role of both primary and secondary inspectors, we are impressed with the educational aspirations expressed, but very much doubt whether the reality is, or can even begin to approach, the level of aspiration. It may be, however, that with the elimination or at least reduction of personal grading, inspectors will, for the first time, be able to exercise these professional leadership functions. We note that proposals to abolish grading of secondary teachers have been accepted and that at present primary teachers are studying a scheme which would reduce the assessing role of inspectors.

There are two corollaries to the highly professional leadership roles which inspectors should undertake: recruitment and training. While we do not suggest that all inspectors will have exactly the same functions—thus there will be room for the subject specialist who may have had little administrative experience (although perhaps he should in this case be a curriculum adviser)—nevertheless, we are concerned that, in general, inspectors should be recruited from the top level of experienced educationists; and that their status and salary should reflect this level of experience and responsibility. It could be that a substantial proportion of inspectors may have fluid appointments, with secondment for specified periods, as occurs already to some extent. It could also be that in some cases this fluidity could allow for the appointment of someone from outside the formal school system (for example, a very experienced administrator) who could bring strength to particular areas of professional leadership. This development would be strengthened by what seems to us to be a logical and necessary step—the creation of a single inspectorate.

Training for this level of leadership is essential—not in the narrow sense of the word, but rather in the sense of providing opportunities for study, observation, discussion, and overseas experience which would ensure that the inspector was himself a learner, open to new ideas, and in touch with the broader movements of educational development. For example, it could be most valuable to allow an inspector to spend up to a year in a university or teachers college, drawing upon its resources, using it as a sounding board and as a base from which to examine relevant parts of the school system, and, in general, standing back from the schools for a period in order to gain perspective. At one stage in our working party discussions we canvassed the idea of a "staff college" for the training of administrators, inspectors, principals, and others in positions of heavy responsibility, but decided that although the idea is worthy of consideration we would prefer at this stage to use the various in-service channels which could be expanded and adapted as necessary.

We have made specific recommendations concerning the inspectorate in other parts of the report (chapter 6: The Primary School, and chapter 11: The Curriculum) but we have thought it necessary to deal with this important topic in general terms at this stage because of the crucial role of the "professional adviser" in our concept of the school.

The Community

As schools cannot be isolated from one another if they are to operate most effectively, so they cannot be isolated from the community. This is a central theme which appears in almost every chapter in the report. We have already made the point that schools cannot achieve what is expected of them without community support, and have said that it will become increasingly necessary for parents and the wider community to become more closely involved in the school—as well as for the school itself to move towards the community.

This is part of a much broader and deeper theme, and it is perhaps appropriate to remind ourselves that although we have been concentrating on the school—as it has seemed realistic to do so—the most exciting educational advances are likely to lie in the area of "lifelong" or "continuing" education. One implication of this will be that the school itself will become a focus for community learning, and that many of the traditional functions of the school may become joint community functions (especially in extra-curricular activities). In terms of the theme of this chapter, one of the "professional" functions of the school will be in the area of continuing education, with staff appointed for this specific purpose. We make specific recommendations about this "community school" development in several chapters, but particularly in the chapter on secondary education (chapter 7).

From another point of view, the school-community relationship will be expressed in a growing concern for vocational experience and preparation. This is an area which has been neglected, but we believe that in the present climate of development, a new dialogue can be opened up between the traditional schools and the world of work (see chapter 9: Vocational Education).

Research

One important implication of many of our major recommendations is the need to balance innovation by evaluation. Just as a school, in planning a new programme, a new type of class organisation, or a new teaching technique should be able to call on specialised advisers, so it should be able to call upon the research skills which are a necessary part of the total "experiment". It is easy to support the idea of more professional responsibility for teachers and schools, but we hold strongly to the view that it is absolutely essential to build up adequate research resources and facilities at the same time. We also believe that, as with supporting services, these resources and facilities should be readily available where they are needed, and in the chapter on research (chapter 19) we make appropriate recommendations.

The School as a Part of the National System

Just as the schools cannot stand apart from the local community nor can they stand apart from the national system of education. They are influenced by and responsible for the implementation of national policies. In developing the concept of the school as a professional unit we have not been unaware of this larger national responsibility, and have therefore examined those aspects of its professional functioning which are related (or even tied) to the national scene. In particular, we have addressed ourselves to five major national constraints: the curriculum; national examinations; teacher education; the organisation of the school system; and buildings.

This is not the place to attempt to justify our views and recommendations in these areas, but in so far as they are related to the theme of this chapter we can foreshadow our conclusions by saying that we favour a school-based curriculum within national guidelines; the abolition of national examinations; more regional diversity in the organisation of teacher education, and more teachers college participation in local in-service training; the development of a single teaching profession to service primary and secondary schools, along with administrative co-ordination (including a single inspectorate); and the substantial strengthening of the School Development Group along with some local flexibility of design for school buildings. We believe that these changes would strengthen the education system by enabling the schools to accept the responsibilities which they must bear if they are to yield their greatest returns in the improvement of learning and teaching.

PART B THE TRADITIONAL SYSTEM IN A NEW CONTEXT

While we may look forward to new and broader interpretations of education for the future, we cannot ignore the tremendous investment in present institutional structures. The new context is "lifelong education" with its emphasis on the breadth and continuity of educational experiences. In chapter 4 we comment on the new emphasis on continuing education and conclude with two chapters, 9 and 10, which take up specific aspects of the more general theme as it applies to the New Zealand scene. The organisation of the middle chapters reflects the traditional structure of the school system, but they should be regarded as conveying part only of all that we wish to say about the schools and should be read within the context of all the following chapters, especially those in part C. As explained in the preface, we have not dealt with tertiary education as such, but have something specific to say about the training of teachers in tertiary institutions in the latter part of chapter 8.

Chapter 4 CONTINUING EDUCATION

The International Commission on the Development of Education, under the chairmanship of Edgar Faure, a former Prime Minister and Minister of Education in France, has recently published a report which has attracted the attention and excited the imaginations of educators all over the world. The title of the report is a succinct statement of its "message": *Learning to Be: The World of Education Today and Tomorrow*[*]. A quotation will convey the essence of the central emphasis:

> It is out of the question for education to be confined, as in the past, to training the leaders of tomorrow's society in accordance with some predetermined scheme of structures, needs and ideas or to preparing the young, once and for all, for a given type of existence. Education is no longer the privilege of an elite or the concomitant of a particular age: to an increasing extent, it is reaching out to embrace the whole of society and the entire life-span of the individual.

The learning society embraces much more than the school system; indeed the word "system" is too limiting, for the emphasis moves from the individual as an object for teaching to the individual as the subject in his own act of learning. As a guiding concept for educational policies the commission asserts as its first principle that:

> Every individual must be in a position to keep learning throughout his life. The idea of lifelong education is the keystone of the learning society[†].

This is followed by a recommendation that:

> We propose lifelong education as the master concept for educational policies in the years to come for both developed and developing countries[‡].

Of the 21 principles and recommendations, all of which are directly relevant for New Zealand and most of which are actually embodied in the recommendations throughout the working party report, two are worth quoting as particularly relevant in the context of "continuing" education[§].

Principle 2:

> The dimensions of living experience must be restored to education by redistributing teaching in space and time.

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[*] International Commission on the Development of Education UNESCO. London: Harrap. 1972.

[†] Ibid., p. 181.

[‡] Ibid., p. 182.

[§] Ibid., pp. 183–6.

Recommendation 2:

Educational institutions and means must be multiplied, made more accessible, offer the individual a far more diversified choice. Education must assume the proportions of a true mass movement.

Principle 3:

Education should be dispensed and acquired through a multiplicity of means. The important thing is not the path an individual has followed but what he has learned or acquired.

Recommendation 3:

Each person should be able to choose his path more freely, in a more flexible framework, without being compelled to give up using educational services for life if he leaves the system.

These principles and recommendations provide a general context for the points taken up in this chapter, although the particular "springboard" for our recommendations is the New Zealand UNESCO report on lifelong education. We have used the term continuing education rather than the more traditional "adult education", and as synonymous with "lifelong" education. But before we examine the New Zealand report, a brief comment on provisions for adult education will set the scene.

No detailed public investigation of this sector of education has been made since the report of the Consultative Committee on *Further Education of Adults* and the passing of the Adult Education Act in 1947. Between then and 1963 the university colleges and their regional councils of adult education carried on a wide range of continuing education activities. The Adult Education Act of 1963 relieved the emerging universities of the obligation to maintain the regional councils of adult education, and the universities since then have tended to concentrate on a narrower range of continuing education programmes of a more academic and professional nature for which there has been a growing demand. The major programmes of non-vocational continuing education of a more general nature have been organised by the secondary schools under the sponsorship of the Department of Education or by such voluntary organisations as the Workers' Educational Association (W.E.A.).

The National Council of Adult Education has remained the central advisory and fact-finding body charged with the duty of taking overall cognisance of the development of continuing education. Since 1969 the general oversight of the field of vocational continuing education has been mainly the responsibility of the Vocational Training Council which has encouraged industry both to establish its own training organisations and to utilise to the full the resources of the technical institutes and other educational agencies.

Lifelong Education Committee Report

In October 1972 the Committee on Lifelong Education set up by the New Zealand National Commission for UNESCO presented its report*. This report examined the state of lifelong education in New Zealand and took stock of the range of opportunities for continuing education now offered. In a careful analysis the committee pinpointed special areas of concern in continuing education which included:

- The lack of resources available for communicating to those who can benefit most from continuing education the opportunities offered them and the need for them to take advantage of those opportunities;
- The absence of a comprehensive scheme for educational entitlement extending over the life span on the same principle as social security entitlement;
- The need for developing a diversity of appropriate learning and teaching techniques in continuing education and for training adult educators;
- The special needs of such groups as women, Maoris and Polynesians, young people, and the residents of rural areas.

The whole report is worthy of very close study by all who are interested in the broader aspects of educational development in the future. The working party fully endorses the nine major recommendations of the committee which are as follows:

(1) That a Committee of Inquiry be set up by Government to investigate fully the complete field of continuing education.

The working party recommends that action be taken in advance of the report of a committee of inquiry in respect of some of the recommendations of the committee and of this working party.

(2) That the Department of Education appoint an "officer for continuing education" at a senior level in the department to provide cohesion and leadership for the very wide range of continuing education activities undertaken by the department.

The working party notes with satisfaction that this recommendation has been implemented.

(3) That pilot projects be set up immediately in several selected secondary schools by appointing an equivalent full-time continuing education officer to the staff of the school with responsibility for developing a broadly based programme of continuing education in consultation with the principal.

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*[*Lifelong Education*. Wellington: Report of a Committee of the New Zealand National Commission for UNESCO. 1972.

The working party applauds the projects now being initiated or planned in such schools as the proposed new secondary school at Mangere, Rutherford High School, Aorere College, and Wellington High School.

(4) That the Manual and Technical Regulations of 1937, which are no longer appropriate for the purposes for which they are used, be replaced by a new set of clear regulations, based on current needs and realities.

The working party believes that the delay in implementing the recommendation of the Commission of Education (1962) on this matter is inexcusable.

(5) That the new regulations recommended by this committee provide for access by secondary pupils to the field of continuing education and for the attendance of adults at secondary school classes.

(6) (a) That the Department of Education be asked to convene meetings with the National Council of Adult Education and the Vocational Training Council to foster further experimental programmes for adult teachers and trainers in co-operation with other training institutions.

(b) That university extension departments and teachers colleges be asked to consider specialist appointments in the principles and practice of adult education.

New Zealand lags behind many countries in the study of adult education and in the provision of programmes for training adult educators. This hinders not only the advancement of continuing education in general but also the improvement of vocational training of adults, as is pointed out in the chapter of our report dealing with vocational education (chapter 9). *Of all the recommendations in the UNESCO report, we would place highest priority on the training of adult educators.* Development of an administrative network and provision of material resources cannot achieve their intended outcomes unless trained personnel are available to implement programmes. Too little attention has been paid to this aspect in the past and we believe that it should now become a major priority.

(7) That the Department of Education be urged to provide appropriate facilities and teaching accommodation for adults attending continuing education classes at secondary schools and that appropriate provisions be made in secondary school planning in future.

(8) That the Advisory Council on Educational Planning be asked to examine the inequalities of opportunities for vocational training between regions of New Zealand in relation to employment opportunities.

(9) That the statutory duties of the New Zealand Broadcasting Corporation be amended to give the corporation a responsibility for educational broadcasting and that the Broadcasting Authority be empowered where appropriate to place a similar responsibility on other broadcasters.

The working party notes with satisfaction that the Select Committee on the new Broadcasting Bill (1972) has introduced provision of this kind. Not only should broadcasting agencies provide programmes of a generally educative nature (for example, documentaries, art reviews) for mass audiences but they should also co-operate with educational institutions in offering broadcast programmes that involve identified listeners and viewers on systematic study with the help of correspondence tuition, texts, and other learning aids. Experience in Britain and elsewhere has shown that such programmes are best produced by specialised education officers of the broadcasting agencies working in conjunction with professional adult educators.

The effective and widespread audio-visual communication provided by broadcast television makes it an important vehicle for continuing education. The Committee of Inquiry into the Uses of Television in Education recognised this fact, and recommended that priority be given, in the field of continuing education, to programmes to assist farmers and those who needed vocational guidance and social welfare help. While accepting the importance of these areas, we believe that a wider view of continuing education should be served: that which sees continuing education as "the education, both vocational and non-vocational, of those whose main role is no longer that of a student". (*Lifelong Education*, UNESCO, 1972.) It is our view that the primary use of television for educational purposes, in the first instance at least, will be in the field of continuing education.

The role of television in early-childhood education needs no emphasis. If it is accepted that the home is the basic educational unit, then radio and television, with their mass audiences, are the quickest and most efficient way to educate parents so that the early childhood development of children is encouraged. Family life, too, is an area where substantial benefit can result if the agencies concerned with broadcasting try to meet the needs of members of families by providing programmes on, for example, the care of children, marriage guidance, and social welfare.

The areas described in the preceding paragraphs are by no means exclusive—the important point is that needs should be identified, appropriate programmes obtained or produced, and evaluation of their effectiveness undertaken. (We take up the matter of educational television in more detail in chapter 14: Learning Resources.)

The Problem of the Educationally Disadvantaged and of Outlying Communities

Apart from its specified recommendations, the Lifelong Education Committee report brings out two salient facts about continuing education in New Zealand.

(a) The participants tend to be educationally privileged. R. Boshier in his study* of some 2,400 participants in 3 continuing education programmes in Wellington showed that nearly 60 percent of participants, as contrasted with 10.85 percent of the New Zealand population had passed University Entrance or some higher secondary school qualification. Such facts highlight the problems of making continuing education congenial and easily accessible to persons whose educational attainments are limited but whose needs may be great. It is argued below that such problems can best be overcome by more flexibility in organisation and the provision of special facilities and specialised staff, especially in secondary schools with close community links.

(b) Outlying communities are indifferently served. Some of the ways in which this form of deprivation could be mitigated include: greater flexibility in permitting adult classes to be held in premises outside secondary schools; educational broadcasting for adults; extension of correspondence school services for adults.

Extension of Correspondence School Services for Adults

The Committee on Lifelong Education did not make any specific recommendation regarding correspondence school services for adults. The fact that some 3,500 adults already use the services of this institution suggests that this form of continuing education is attractive to adults. Study by correspondence has the advantage of allowing the diffident student to work at home in privacy. It is notable that if one excludes prisoners and military personnel, a substantial majority of adult correspondence school students are women, including a steadily increasing number of married women. This service is important for married women who are preparing themselves to return to the work force.

At present an adult student may not enrol with the Correspondence School if he lives within a certain distance of a school offering

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*R. Boshier. The Participants: A Clientele Analysis of three New Zealand Adult Education Institutions. *Australian Journal of Adult Education*, Vol. II, No. 1.

an evening class in the subject he wishes to study, unless he can prove that he is unable to attend an evening class. A refusal to allow a student to enrol in the Correspondence School in these circumstances may well cause him to abandon his plans for continuing education.

The Correspondence School is not at present authorised to prepare courses specifically designed for adult part-time students who must now take courses written for full-time school pupils. This is a serious obstacle to the expansion of the Correspondence School's work with adults. The possibilities of the combination of correspondence study with face-to-face tuition under local instructors have not been seriously explored in continuing education in New Zealand.

The working party recommends:

1. *That, subject to stipulations regarding payment of reasonable fees for these additional services, adult students be allowed to enrol with the Correspondence School, whether or not they live near an institution where a class in the subject required is held and whether or not they are enrolled in such a class.*
2. *That the Correspondence School be authorised to prepare a number of courses specifically designed to meet the needs of adults.*
3. *That, as a pilot project in addition to those proposed in recommendation 3 of the UNESCO Lifelong Education report, the Correspondence School be authorised to enter into a co-operative arrangement with a selected secondary school or schools for the purpose of making experiments in the combination of correspondence study with face-to-face tuition.*

The Special Needs of Women

Women were singled out as constituting a group with special needs by the UNESCO committee. It noted that women have always made rather better use than men of continuing education facilities, but suggested that an important social change of the past decade, the increasing acceptance of married women in employment, has intensified the special needs of adult women for continuing education and vocational training.

The need is far more complex than the provision of pre-employment courses and on the job training at the point of re-entry to the labour force, though these are badly needed. Many New Zealand women now in their thirties and forties did not complete a secondary education, or took a sex-typed range of courses which now limit their vocational opportunities. Their initial need may be for better general education opportunities, provided, for example, through the Correspondence School, educational broadcasting, or the secondary schools. Where the community school approach is adopted, and a school creche established, such courses could be offered during the day.

A rather different type of course of wide potential interest to women, both as home-makers and workers, is the home economics course promoted by the University of Auckland Centre for Continuing Education in co-operation with the Home Science Alumnae Association. This course was designed primarily to help women in their role as mothers and housewives, but was also planned in the knowledge that the working married woman must be an efficient organiser at home as well as at work. It could thus fill the need met in some overseas countries such as France and Sweden by special courses in home management for the working woman. It could also be useful in accustoming women who have not undertaken formal study for many years to the idea of continuing education.

One problem which received special comment in the UNESCO report, and which is mentioned in all studies of the education of older women, is their lack of confidence. The Wellington Polytechnic has for some years run "orientation" courses for women which aim to build up their confidence as well as acquainting them with local employment and training opportunities. Where training and employment opportunities for women can be identified in a district, the working party supports the introduction of similar orientation courses in other technical institutes.

The working party recommends:

4. *That all institutions responsible for courses in continuing education be asked to review the adequacy of their programmes for women, and the conditions under which they are offered.*

Maori Adult Education

A report on Maori Adult Education prepared by a working party set up by the National Council of Adult Education was published in 1972*. This report provides a comprehensive view of recent developments in continuing education among the Maori people and is warmly commended by this working party for careful study by all who are concerned with the welfare of the Maori people.

This working party endorses all the recommendations contained in the above report subject to a reservation in regard to recommendation No. 27 where it is proposed that organisers in Maori adult education be attached to university extension departments. While we endorse recommendation No. 26 which asks for the appointment of additional university extension lecturers in the Maori adult education field, we consider that organisers would be

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**Maori Adult Education*. Wellington: Working Party Report, National Council of Adult Education. 1972.

more appropriately attached to suitable agencies of the Department of Education or to the Maori Education Foundation. Under these auspices the organisers could develop a special Maori style in their work and adopt flexible patterns of operation without being inhibited by the academic restrictions that necessarily hedge university work.

This working party considers that the four most important recommendations contained in the Maori Adult Education report are:

(12) That basic and remedial education, adjusted to the needs and interests of adults, should have an important place in the education system and should be provided through the adult education programme of secondary schools. . . .

(29) That secondary schools hold more adult education classes in Maori situations such as maraes, wherever that is likely to increase Maori participation.

(31) That secondary schools establish more courses related to the needs of the Maori and other Polynesian peoples, such as English language, house financing, insurance, budgeting, and other fields mentioned in this report.

(32) (a) That in areas with a concentration of Maori or other Polynesian population secondary schools appoint staff on a part-time basis to maintain consultation with community and voluntary organisations and to organise adult education to meet their needs, through adult classes under secondary schools or through other adult education agencies as may be appropriate in particular cases.

To provide basic and remedial adult education for the educationally-disadvantaged members of the Maori community New Zealand must be prepared to provide such education flexibly at community level and in situations meaningful to the Maori people.

The working party specially commends the wide-ranging proposals for continuing education for Maoris and for the extension of Maori studies that are contained in the feasibility study for a Hawke's Bay Community College*.

Community Schools

The Hawke's Bay feasibility study referred to above, along with many other studies and discussions, is the harbinger of the development of community colleges in several centres in New Zealand. These new institutions will make a welcome contribution to continuing education but their development in all regions of New Zealand will take many years. At this juncture it is imperative that continuing education programmes be expanded expeditiously and flexibly to meet the needs disclosed in the Lifelong

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***A Hawke's Bay Community College*. Wellington: A Feasibility Study, Department of Education. 1973.

Education and Maori Adult Education reports. It is significant that both these reports advocate that the secondary schools be the agencies for the expansion of continuing education, because these schools are becoming more and more closely associated with local communities. The secondary schools, moreover, through their interaction with their communities and their adult programmes, have many opportunities for parent education. They can become, or help in the development of, community centres, the importance of which for parent education is amply demonstrated by the chapter of our report that deals with early-childhood education (chapter 5).

We strongly commend the increasing readiness of local authorities to appoint community advisers who may be able to assist in the identification of educational needs in the communities they serve, especially among the disadvantaged, but we consider that it will be possible to develop programmes of continuing education that are suitably flexible and responsive to the multifarious needs of adults only if sufficient numbers of educators can be persuaded to specialize in the continuing education field.

The working party recommends:

5. *That a rapid expansion of continuing education be based upon the secondary schools in close association with local communities.*
6. *That the pilot project proposed for selected secondary schools by the Lifelong Education Committee and foreshadowed by the developments at Mangere and elsewhere be set up without delay and that substantial encouragement be given to serving teachers and education officers to specialise in the field of continuing education.*
7. *That regulations be drawn up under section 201 of the Education Act with a view to encouraging the establishment of community centres at secondary and other schools with suitable facilities.*
8. *That better integration between secondary schools and community life be encouraged by the setting up of experimental work experience schemes for pupils and by the institution of procedures facilitating the return of early school leavers for further education.*

National Council of Adult Education

Although the future of this national body may well be a question to be considered by the proposed Committee of Inquiry, the working party's general views on the future role of the council are recorded as a contribution to the discussion of this question.

If the healthy growth of such a loosely linked network of institutions and services as makes up the complex of continuing education is to be assured, it is essential that the total field of activity be supervised by a co-ordinating and advisory body that is seen to have the support and co-operation of the key social and cultural institutions of the country, both public and private. The National Council of Adult Education, as a statutory body, clearly has public support, but it lacks evident links with private and voluntary organisations engaged in various forms of continuing education. The strengthening of the present National Council by the establishment of formal links between it and groups of voluntary organisations would help it to assume in the non-vocational sphere a role not unlike that played by the Vocational Training Council in the vocational or industrial sphere. The Vocational Training Council is linked with federations of industrial organisations. An enlarged National Council formally linked with groups of voluntary organisations interested in continuing education in the broad sense could encourage the development of continuing education programmes sponsored by responsible and active voluntary bodies such as the WEA and the YWCA. Such a National Council could pioneer or support schemes for training leaders and instructors in voluntary bodies that are engaged in continuing education.

The working party recommends:

9. *That the membership of the National Council be increased by the addition of the following members:*
    (a) *One person nominated by each of such national bodies as the:*
        (i) *Vocational Training Council* (*to provide a formal link with the vocational training sector*)*;*
        (ii) *National Council of Women;*
        (iii) *New Zealand Maori Council;*
        (iv) *National Youth Council.*
    (b) *Two persons professionally engaged in continuing education.*

10. *That the professional staff of the National Council be increased for the purpose of investigating:*
    (a) *National needs in continuing education with special reference to disadvantaged and ethnic groups;*
    (b) *The basis of applications for assistance by voluntary and other bodies;*
    (c) *The success of pilot and other projects sponsored by the council or other public bodies.*

Chapter 5 EARLY-CHILDHOOD EDUCATION

A committee of inquiry conducted a thorough review of pre-school education before reporting to the Government in November 1971. A number of recommendations made by that committee have been implemented while others are still under consideration. The working party decided that there would be little value in traversing again the ground so recently covered by the committee of inquiry and we have quite deliberately focussed our attention on areas which we believe are particularly worthy of further consideration.

We have faced a dilemma in deciding upon the recommendations which we should make. On the one hand we wish to urge a rapid expansion of facilities to ensure that many more children are able to take advantage of the benefits of attendance at a well-staffed and capably-organised kindergarten, playcentre, or other facility. On the other hand, we are aware that "both in New Zealand and overseas there has been an inexorable but often haphazard expansion of the range and availability of pre-school services".*

Haphazard expansion is to be avoided, yet it would be equally unacceptable to attempt to force a uniformity of provision merely for the sake of administrative tidiness. Expansion should build upon the undoubted strengths of the present system, but there is a need both for improvements in the various training schemes and for further co-ordination, especially in the field of parent education. Expansion must be paralleled by continual improvement in the quality of the services offered, and this quality will require increased expenditure, particularly for training programmes and buildings. We believe that in past years insufficient expenditure has been allocated to the education of children before the primary school years.

An increasing awareness of the need for a substantial expansion in early-childhood education is apparent in many countries, particularly in Britain. In New Zealand, the Government has declared that this is a priority area for development and we agree that the time has come for a substantial increase in early-childhood education. But we are concerned that in whatever advances are made, rapid development should not be at the expense of careful long-term planning and should not be undertaken without the necessary financial commitment being made. In the past, this area of our

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***Report of the Committee of Inquiry into Pre-school Education*. Wellington: Department of Education. 1971.

education system has been regarded by many as somewhat of a luxury item. The people working in the field, though enthusiastic and well-intentioned, have sometimes had only minimal training and have been isolated from the main body of the teaching profession. Communities have been expected to play a large part in providing and maintaining buildings; and antagonism has at times arisen between the various groups involved in pre-school education.

The working party holds strongly to the view that the term "early-childhood education" should be adopted instead of the present "pre-school education". The term "pre-school education" implies that the experiences which the child has in kindergarten, playcentre, or other facility are important mainly in so far as they prepare for school learning. This is a narrow conception and does not do justice to the firmly-established principle that the first years of life are of crucial importance. In these years the quality of care given by parents and community lays a foundation which influences every aspect of the child's later development. Yet there is very little educational support available in New Zealand to cover this vital period during which children are being strongly influenced by parents. A wide vision is needed, one in which the child is seen as a member of the community and, ultimately, the responsibility of that community.

Early-childhood education encompasses the child's life from birth and through the years during which his personality is being shaped. It involves children wherever they are—in the family, child-care centres, playcentres, and kindergartens. It also extends into the junior part of the primary school. We envisage early-childhood education becoming a vital part of every community promoted by competently-trained staff well versed in techniques of community involvement, and conducted in buildings designed to meet the wider needs of the community.

Our concept of early-childhood education involves many groups and organisations and should allow new groups to be supported as conditions change and new needs arise. Support by the Department of Education should allow for variety and flexibility in future provisions.

Parent Education

The working party strongly endorses recommendation 1.1 of the *Report of the Committee of Inquiry into Pre-school Education:*

> That, in whatever is done to improve and extend pre-school services, adequate recognition be given to the importance of having parents closely associated with the education of their children.

As parents are the first and most influential educators of their children, we agree that parent involvement should be a prime concern, but we also believe that there is an urgent need in New Zealand for a massive parent education programme. This programme should begin with infancy and should emphasise the needs of children, facts and principles of child development, the role and influence of parents and family life, and the significance of the child's environment in his development.

Programmes of this nature require expert knowledge and, in the meantime, the Curriculum Development Unit would seem to be an appropriate body to assist in planning appropriate programmes. The staff of the unit would need to be expanded accordingly and could concentrate, in the initial phase, upon building up a file of case studies of successful parent education in this country and overseas, and information on the value of using television and other mass media. Implementation of the programmes should initially be undertaken by the National Council of Adult Education, but may also fall within the scope of the duties of the Department of Education's officer for continuing education.

We have noted with interest the useful co-ordination and publishing functions of the National Children's Bureau in Britain. While we recognise that the national bureau has developed in response to specific needs in Britain, we think that the concept of such a co-ordinating body is worth investigating in New Zealand*. One of the unfortunate features of our contemporary pre-school scene is the tendency for a number of separate bodies to work in the same area of parent education and child care with little significant co-ordination and communication.

The working party therefore recommends:

1. *That programmes in parent education be substantially expanded and strengthened, with the resources of all bodies concerned with early-childhood education and parent education being mobilised and co-ordinated in support of such programmes.*
2. *That consideration be given to the establishment of a co-ordinating body similar to the British National Children's Bureau.*

Community Centres

It is a strange situation that at present pre-school education is available mainly in those communities which are able to raise a considerable sum of money. Young families, particularly those with low incomes, often find it impossible to donate money and consequently no facility is provided. Even when the necessary finance has been raised, further difficulties may arise, and often another period of waiting is involved. We believe this to be an unacceptable situation and one which calls for urgent action by Government.

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*The functions of the National Children's Bureau are: to promote communication and co-operation between the different disciplines concerned with children; to disseminate existing knowledge; to evaluate existing services and encourage new developments; and to contribute new knowledge about children's development and growth. It is an independent organisation, supported by Government, local authorities, professional and voluntary associations, educational institutions, hospital authorities, and individual members.

We envisage the development of community centres which cater not only for continuing education but also for early-childhood education and which act as a focal point for the varied activities of the community, including parent education. This appears to us to be a natural setting in which to provide for young children and their parents, even though we realise that not all early-childhood education could be linked to such centres.

Elsewhere in this report (chapters on continuing education, secondary education, and Maori education) we have recommended the provision of community centres, but our concern in this chapter is to emphasise the need for a comprehensive centre which would serve the needs of parents as well as provide an excellent setting for early-childhood education. In addition to early-childhood education facilities, the centre should include parent-centre rooms, Plunket rooms, rooms available for use by various other agencies (doctors, psychological service, family guidance), committee rooms, creche, and, ideally, a library or cafeteria. Where the community has a high percentage of Maori population, the situation of the community centre on an urban marae would be justified. The centre should be functional rather than luxurious and the use of "relocatable" buildings is worthy of consideration.

The working party recognises that several Government departments would be involved in a development of this nature and at this stage we are not clear as to the machinery which could be set up to develop the community centres and co-ordinate departmental interests. These are matters which could be properly considered by an inter-departmental committee or a select committee, drawing upon the experience of those community organisations which are already involved in family-life education; as a first step the Department of Education could sponsor a preliminary conference of representatives of Family Life Education Councils, along with individuals who have special interests and knowledge in this field.

The working party recommends:

3. *That, in any planning for the development of community centres, special attention be given to the incorporation of early-childhood education and parent education facilities as an integral part of the centre.*
4. *That, in the allocation of funds for early-childhood education or for community centres with early-childhood education facilities, the Government give priority to new housing areas and areas of special need.*

Training Schemes

As facilities for early-childhood education expand, there must be a concurrent expansion in the training schemes for those who will work in this field. At present there are many problems. Proliferation of training agencies results in inadequate resources being used in an unplanned manner which is wasteful of finance, manpower, and buildings. The lack of career opportunities and the unrealistic salaries make recruitment, particularly of graduates and of men, very difficult if not impossible.

We feel there is a need for a detailed investigation into the various training schemes and the inter-relationships between these schemes. The most appropriate body to initiate such a review would be the National Advisory Council on Pre-school Education. As a possible structure for the future we favour a three-level scheme of the type outlined below and believe that such a scheme would overcome many of the present difficulties while allowing for individual differences between different organisations.

Level 1: This would be the initial training level in which the various organisations would make use of existing training schemes: kindergarten teachers in kindergarten teachers colleges or primary teachers colleges; parents centre personnel in their own local training schemes; playcentre supervisors in courses run by university extension departments or evening classes at secondary schools; day care staff at technical institutes or secondary schools. The bond for kindergarten teachers should be servable in day care centres, playcentres or other types of early-childhood facility.

Level 2: For those wishing to take up positions of responsibility a training should be provided with common elements from the various organisations. Agencies which could be involved would be the teachers colleges and correspondence courses with some residential requirements. Cross-crediting before entry for such qualification would be decided by district pre-school committees (already established under the National Advisory Council on Pre-school Education) and would be available for playcentre supervisors, heads of day care centres, kindergarten head teachers, and primary teachers wishing to work in the early-childhood area.

Level 3: For advisers, community organisers, and lecturers, higher-level courses could be provided within universities and teachers colleges. Ideally, we would like to see the development of institutes of child development within universities, but failing this we believe that university departments or schools of education could play an important role in offering specialised courses in early-childhood education. The establishment of early-childhood education departments within teachers colleges is a positive move and will assist in breaking down the discontinuity which is an unfortunate feature of our education system. It is also consistent with the working party's desire to see teachers colleges develop into multi-purpose institutions.

One of the most urgent training needs at present is the provision of "pressure-cooker" courses to update people who hold supervisory positions. These could be most appropriately provided, in the present circumstances, through university extension departments and we strongly support any moves in this direction.

The working party recommends:

5. *That the National Advisory Council on Pre-school Education initiate a review of present training schemes, with a view to providing some integration at the higher levels of training while allowing for diversity in initial training.*

National Advisory Council on Pre-school Education

The National Advisory Council on Pre-school Education has an important role to play in future developments and should be fully supported. The strength of the council and its district committees will lie in its ability to represent the views of those providing the services and will, it is hoped, also represent the point of view of parents. This council has a chance to ensure that the Department of Education is kept informed of desirable future developments, but must be adequately staffed if it is to expand its activities into such fields as the evaluation of training programmes and the promotion of research. It would be desirable for the title to be changed to a council responsible for early-childhood education.

We recommend:

6. *That the Department of Education provide the National Advisory Council with a secretariat which is strong enough to enable it to carry out its various functions.*

Department of Education

The considerable expansion in provisions for early-childhood education envisaged by the working party will require an expansion also in the staff of the Department of Education responsible for this area. We are reluctant to make a definite recommendation in view of the apparent likelihood of a reorganisation of the department's structure. We make the point, however, that early-childhood education will almost certainly become an increasingly important sector of our education system and, if future developments are to be well organised and of a co-ordinated nature, there is a need to appoint professional and administrative staff at a high level within the department. A senior officer in this field would need to work closely with the National Advisory Council on Pre-school Education, and we think that this officer would need to give early attention to rationalising the organisational problems which periodically occur with the overlap between the Department of Education and the Departments of Social Welfare, Maori and Island Affairs, and Health.

We recommend:

7. *That the Department of Education promote and support future developments in the field of early-childhood education by appointing, at an early date, an officer of senior status to have overall responsibility for the field, and that this officer be supported by professional and administrative staff.*

Child-care Services

There has been a rapid expansion in the provision of child-care services, and it is apparent that many New Zealand mothers are now leaving the home situation and seeking employment. It is vital that the welfare of children whose mothers are working be safeguarded by the provision of good child-care services.

We were impressed by a submission from the National Advisory Council on the Employment of Women, and we endorse the following point which was made in that submission:

> The importance of the parent/child relationships in promoting healthy child development has always been emphasised by the New Zealand pre-school movements. The council believes that child care for the children of working mothers must similarly aim to complement and strengthen family relationships, and that this approach can best be achieved by associating child care services with the existing pre-school movements under the guidance of the Department of Education. Such an approach should also ensure that all children in pre-school centres receive the kind of enriching educational experience, along with the needed care and protection, which is essential for sound development in the formative years of early childhood.

We are concerned that the demand which has arisen for child-care centres has led, in some instances, to the establishment of facilities which are substandard. We realise that this is a complex field with many ramifications and we are also aware that the Government has already indicated its intention of bringing down new regulations. The one principle which the working party would wish to reiterate is that all child care should be developmental, not merely custodial, in nature. This should be the guiding principle for a new child-care policy and should be made explicit in future regulations.

Accordingly, we recommend:

8. *That urgent attention be given to the establishment of a policy for the provision of child-care services, and that this policy clearly state that all child-care services should make adequate provision, in staffing and facilities, for a developmental and not merely custodial environment.*

Chapter 6 THE PRIMARY SCHOOL

New Zealand's primary schools* are taken for granted. This view was put rather forcibly in a submission received by the working party, and after studying the whole range of submissions and seeking further comment we have concluded that the statement is largely true. Certainly, much less public criticism is directed towards this area of our education system when compared with others, notably the secondary area.

Historical reasons may be advanced for this attitude. Primary school education became compulsory in 1877, and the colony undertook the task of providing a basic education. With limited finance the Government, through the education boards, set up a national network of schools, always limited by a shortage of properly-trained teachers, few books, and the simplest of buildings. The obvious solution was a formal system of teaching, with the "standard pass" requiring the individual examination of pupils by inspectors, culminating in the Proficiency Examination in the sixth standard. Only those pupils likely to pass the examination progressed past standard 4. The remainder left school at the age of 14. Secondary education was reserved for the privileged and for a limited number of able pupils who passed the Proficiency Examination and won some form of bursary or free place for further education. Despite difficulties, the primary schools managed to produce generations of New Zealanders who were literate, and who had some understanding of arithmetic and of elementary science.

In the early years of this century a strong reform movement began among primary school teachers. Educational philosophers began to influence the teachers and administrators, culminating in the New Education Fellowship Conference in the 1930s. The Proficiency Examination was abolished and schools were encouraged to plan programmes to develop the abilities of children in ways best suited to them, using their interests and a wide range of resources from both the school and the community. During the last 30 years primary schools have been transformed from the "sit-stilleries" described by early critics to places of lively activity. While the formal lesson still has a place in the programme, other patterns of learning have been explored and developed.

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*In this chapter we use "primary" to mean primary contributing, full primary, and intermediate schools.

Despite the great changes made over these last 30 years, the impression gained by the working party is that in many ways the system has become static, perhaps even smug. There are, of course, criticisms of the primary schools; for example, a major criticism appears to be that primary schools are not very adventurous either in curriculum content or in teaching method and that they are rather conservative and hidebound, perhaps even dull. Teachers sometimes become utterly frustrated by the inability of the system to meet their everyday needs or to keep up with changing conditions and requirements; and there are always concerned parents with strong views about education who are highly critical of primary provisions and practices. They consider that the primary system is too inflexible and too centralised to allow innovation and experimentation. These parents ask not for "more of what we have" but for a significant change in direction to allow individual schools to develop in different ways. They see the curriculum causing uniformity despite official statements that syllabuses are to be seen only as guidelines.

It is this contrast of "taking the school for granted" at the same time as the constant voicing of "low-key" criticisms which has made us uneasy about the primary situation. Criticisms of secondary education (in other countries as well as in New Zealand) have tended to be sharp, loud, and dramatic. By contrast, the criticisms of primary education are more diffused and everyday: it is perhaps the difference between protesting and complaining.

But we do not wish to give the impression that the primary schools are merely marking time educationally or that their weaknesses outweigh their strengths. On the contrary, we think that primary schools have developed an educational environment which has served its pupils well, and that the basic philosophy of the schools is sound. The recognition of individual differences, the provision of a stimulating and friendly environment, the concern for variety in teaching methods, the emphasis on inquiry, the attempts to help children to experience the personal satisfaction of creative work in language, music, art, and crafts—all of these are part of a good primary programme, along with the basic studies in communication, mathematical concepts and skills, elementary science, and social studies.

Because we are concerned with "improvement" in this report, we naturally tend to focus on weaknesses, but at the outset we should acknowledge that many of the "growing pains" of secondary education, as it attempts to adapt to the demands of a relevant and stimulating general education for the complete cross-section of young people, were faced by primary schools nearly 40 years ago. This is probably one of the reasons why so much is taken for granted in primary schools—they have made a genuine attempt to provide a broad education adapted to the needs of individuals, and this is their greatest strength. Another strength is their encouragement of parental interest in the school and their provision for contact with parents. In view of our emphasis in this report on school-community relationships, we would expect the primary schools to build upon the strength and experience which they already have in this area. On the other hand, as we point out in several places in the report, there is a growing danger that the community may be expecting too much of its schools. Primary teachers have a legal responsibility for supervision of pupils while they are at school, but many teachers have noted that there is a growing tendency for some parents to expect the school to accept responsibility for some of the social development of children which is more properly the responsibility of the home and other agencies. Teachers in general have accepted this responsibility in the belief that the school should try to provide for the total development of children. Some teachers are now wondering whether these increasing demands are reducing the effectiveness of the schools in the carrying out of their more specific tasks.

Teachers in Primary Schools

The high proportion of inexperienced teachers in schools has already been commented upon (chapter 2: Learners and Teachers). Over one-quarter of primary teachers have less than 4 years' service; and, added to this, the placing of teachers in their first 3 years of teaching can result in constant changes in school staffing. While the national system of appointment and promotion of teachers has done much to stimulate competent teaching, and has provided a mechanism for teachers to work through a career structure, the demands of the mechanism may sometimes override the needs of pupils. It is difficult to generalise, but at least we must show concern for a system which can result in a child having three, or even more changes of teacher in 1 year. From the point of view of the teacher, flexibility in being able to apply for new positions is important, but from the point of view of the pupil (and his concerned parents) such teacher changes during a year can be disastrous—and are educationally indefensible.

We do not underestimate the difficulty of constructing a system of appointment and promotion which is fair to both teachers and pupils. We realise, also, that there have been recent changes (abolition of grading for division A positions) and that the New Zealand Educational Institute has suggested a further modification to the system, but from the point of view of more effective learning and teaching we cannot be satisfied with the present system.

Teachers themselves sometimes claim that the national system of appointment and promotion tends to support conformity and discourage real innovation. But an even more serious objection arises from the necessity to use a grading system which requires inspectors to make assessments of individual teachers. In the light of the known difficulties of reliable evaluation of teaching effectiveness, either these assessments should be much more thorough than is possible in present circumstances, or they should be abandoned; the present system leaves itself open to the change of superficiality of both the inspector's judgment and the teacher's preparation for inspection.

During the period of the New Education Fellowship Conference, Professor I. L. Kandel, who was one of the distinguished overseas educators invited to New Zealand for the occasion, made the following comments:

> I have no desire to say anything about the grading system except this--that a country which has men and women with sufficient ability and genius to produce as intricate a method as is the grading system to inhibit the full flowering of education has genius and ability enough to substitute something in its place that will be just to the teacher, that will take recent advances in education into consideration, and that will measure the efficiency of education, if objective measures are needed or are possible.

We recognise that the system has changed significantly since 1937, but feel that the comment still has some point to it.

The quality of those attracted into the primary service is clearly a matter of constant concern. But allied to this is the opportunity offered for study up to graduate and post-graduate levels. While the number of graduates completing primary training is increasing, it still represents an insignificant proportion of the total (14 men and 43 women graduates were certificated from divisions A and S in 1972). Awards of primary ("S") studentships are slowly increasing (210 in 1967 and 266 in 1972) but strenuous efforts need to be made to increase the number of studentships and to broaden the opportunities for experienced teachers to undertake full-time university study. We recommend, accordingly:

1. *That there be a substantial increase in the number of primary studentships (division S), and that more opportunities be made available for experienced teachers to complete university degrees through full-time university study.*

Innovation in Schools

For reasons which we have discussed elsewhere in the report, carefully planned innovation is a necessary feature of modern school systems. Primary schools, and the teachers working in them, should be encouraged to experiment and should be provided with the necessary support to do so. We are aware that the Department of Education is itself anxious to promote innovation in primary schools, and has published booklets giving examples of what has been done in various schools. But we believe that, as yet, teachers do not have enough real freedom to pursue their own ideas and their own initiative. In a foreword to the 1971 edition of *Innovations, Experiments, and Projects in Primary and Intermediate Schools*, the department states:

> It is hoped that the publication of these reports will stimulate inspectors, teachers, teachers college staff members, and others to submit, to the district senior inspector, proposals for experiments, research, and innovations of all kinds which are worthy of official recognition and, where appropriate, financial grants through the education boards' special purposes fund.

The working party appreciates the spirit of this statement, but bearing in mind that innovation results from the imagination and enthusiasm of the individual teacher and that such innovation needs to be seen and supported as part of the school programme as a whole believes that the official sanction required is unnecessarily restrictive. If the principal of a school is not in his own right able to give sanction to one of his teachers, then his professional judgment is being seriously compromised. Where substantial finance is involved, then we concede the need for consultation with officers of the Department of Education, but we would hope that eventually schools would themselves be able to administer a direct grant to cover minor costs of innovative programmes.

We recommend therefore:

2. *That greater freedom be given to primary schools to implement programmes which are innovative in nature.*
3. *That principals be given authority to approve, and accept overall responsibility for innovative programmes in their schools.*

Freedom of this kind brings with it incumbent responsibilities for both the school and the teacher, the most obvious being the responsibility which the school will have to explain its aims and programmes to the community. If a school is to introduce innovative programmes it must have the support of the community and it must therefore take positive steps to obtain that support. The working party envisages that each school would be evaluating its aims and how its programmes are matching up to those aims, although the system of evaluation would be much more effective than that currently in use (see chapter 11: The Curriculum, and chapter 13: Assessment). Accordingly, we recommend:

4. *That schools be required to accept responsibility for explaining their aims and programmes to parents and for taking all possible measures to ensure that this responsibility is met.*

5. *That the Department of Education, through its Curriculum Development Unit or through the inspectorate acting in an advisory capacity, collate and make available, on request, examples of effective techniques which have been employed by schools in communicating with their local community concerning the objectives and programmes of the school.*

Attitudes to the Primary School

We have said that the primary school is taken for granted; there is another factor which is harder to define although its historical origins are clear. In the public mind, primary schools are seen as somehow inferior to secondary schools, and the tasks of the primary teacher tend to be regarded as less demanding and of lower status than those of the secondary teacher. It is obvious that the skills required of the sixth-form teacher and the infant teacher are quite different and that training for each of the tasks will have a different orientation. But if experience and qualifications are equivalent, there is no reason to differentiate between the two, in terms of salary, on other grounds. The sophistication of content of sixth-form teaching may be impressive; but there is nothing more impressive in the teaching profession as a whole than the skilful teaching and management of the experienced infant teacher.

These are extremes, but they illustrate the point that we wish to make: that the quality of primary education will ultimately reflect the quality of those recruited as its teachers. Although we cannot change attitudes by administrative procedures, at least we can change the conditions which reinforce these attitudes. It will always be difficult to recruit and retain teachers of high quality for the primary service if experience, qualifications, and level of responsibility are overridden by the primary-secondary dichotomy. The results of differential recruitment may not be so evident in the everyday work of the classroom, but in the long run they have a strong influence upon the availability and quality of professional leadership, as well as upon the morale and professional standing of primary teachers. We do not wish to elaborate this theme further at this point—it is taken up again in the chapter on continuity—but it is perhaps relevant to illustrate the general attitude of "second best" by referring to the lower standard in primary schools of classrooms, staffroom amenities, principal's offices, equipment, ancillary staffing, and general grants. As a working party we are concerned with the improvement of learning and teaching in all our schools, and if the foundation years of learning are thought to be so important in the long-term development of intellectual and social maturity (and our various submissions leave no doubt about this) then it is time that we accepted the implications for schooling.

Leadership

Earlier in this report (chapter 3) we have emphasised the need to regard the school as a professional unit within which collaboration, in-service training, and supporting services are welded together under the leadership of the principal and his senior staff. The person on whom the heaviest responsibility must lie is the principal of the school, and we believe that he will need training and support if he is to be fully effective as the professional leader of his school. We do not question the present leadership role and competence of principals, but we envisage new roles for them. In fact we think that it will be impossible to give greater responsibility to the classroom teacher without giving even greater responsibility to the principal: responsibility for the innovative and collaborative activities of staff members; for the particular policy of the school (even although he will consult others in deciding this policy); and for obtaining and maintaining the vitally important community support referred to earlier.

It is of particular concern to the working party that there is at present no adequate training scheme for primary principals. Selected for appointment mainly on their ability as teachers, principals receive no systematic training in management, administration, or public relations. They are given little opportunity to see other schools at work or to attend regular and sustained study sessions with other principals; nor do they have opportunities to meet with experts in relevant fields to discuss with them what they are doing, to be brought up to date with the latest developments in educational thought and practice, and to explore new ideas and alternative procedures. If continuing in-service training is accepted as a basic need for all teachers, then there is an even stronger case for the establishment of initial training and retraining courses for primary school principals. Accordingly, we recommend:

6. *That provision be made for newly-appointed principals to receive systematic training in school administration, and that all principals be given opportunities, through substantial in-service courses and seminars, to study school administration and other matters relevant to their leadership role in the school.*

We appreciate that there will be differences in the depth and extent of such courses depending upon the degree of responsibility carried by the principal, and would suggest that, as a first, and immediate, step, "non-teaching" principals be provided with suitable in-service courses.

Ancillary Staffing

The principal needs the assistance of ancillary staff to do his job effectively: the importance of people such as secretaries, and even caretakers, in the efficient management of a school is often underestimated. The teacher in the classroom should also have much of the unnecessary work which he is currently expected to perform taken over by administrative staff. Tasks such as form filling, roll marking, money collecting, and a myriad other small duties occupy too much of a teacher's time. The hours of the clerical assistants and teacher aides are regulated by the grade of school and may have no relationship to the particular needs of individual schools. We do not feel that it is necessary at this point to go into details but suggest that an increase in the number of hours of clerical and teacher-aide assistance, together with greater flexibility of usage to meet situations in individual schools, would be of great benefit to teachers. There are many occasions when even a small increase in hourly allowance or flexibility would enable a school to function more effectively. For instance, the need arises from time to time for additional typing and duplicating following on from curriculum planning in an area of the school. A pool of clerical assistants and/or teacher aides, paid on an hourly basis, would meet this situation. While acknowledging the considerable growth in the provision of ancillary staffing over the last decade (from 30 in the early 1960s to over 900), we nevertheless wish to emphasise that this type of assistance is vital if teachers are to play full professional roles in their schools, and recommend:

7. *That steps be taken to increase the availability of ancillary staff to both principals and teachers.*

Advisory Services and Supporting Staff

Advisers to schools have supplied one of the most valued supporting services to teachers, and have had a significant effect in keeping teachers aware of new developments in education and their direct application to work in the classroom. We are concerned at the relative reduction in the numbers of advisers and consider that immediate steps should be taken to introduce a staffing establishment based on an acceptable ratio related to the number of teachers in the primary service.

In particular, we would draw attention to the fact that in 1972 there were 46 physical education advisers and 42 art and craft advisers working in the field, compared with only 11 reading advisers and 16 mathematics advisers. To the working party these figures illustrate the serious inadequacy of advisory services in some areas. We believe that it is important for teachers to be supported by competent advisers, and accordingly we recommend:

8. (a) *That the advisory services be substantially strengthened and that their establishment be recast on the basis of a ratio related to the number of teachers in the primary service.*

   (b) *That there be an early and substantial increase in the number of advisers in the fields of reading and mathematics.*

The work of advisers would be further strengthened if they received periods of training and retraining. The work of an adviser requires special skills and again calls for new techniques to be used. We recommend:

9. *That newly-appointed advisers be given a period of basic training related to their new position, and that provision be made for advisers in the field to keep abreast of their special fields through further periods of in-service training or study.*

The effective use of the advisers in schools depends upon the skills and insight of the principal, and should be included in the basic training of principals referred to earlier. We note that the positions of national adviser in some services (for example, physical education, arts and crafts, music) have recently been absorbed into the Curriculum Development Unit. While this appears to be a rational development, the working party considers that this new pattern should be carefully studied to ensure that the work of the advisory services continues to be closely related to the practical work of schools.

With respect to supporting staff, we are aware that additional assistants have been provided for schools with special teaching problems (particularly in such subjects as language and reading) or with specific needs relating to socio-economic conditions (for example, inner city schools in Auckland, Otara, Mangere, Porirua) and we strongly support such provision. But we wish to draw attention to another area concerning the welfare of children: the necessity for greater assistance to the teacher in dealing with the needs of gifted, retarded, and emotionally disturbed children. One of the major problems is that of early identification; but even so, identification without the resources to meet the need is of little help. We take up the problem and make recommendations in a separate chapter (17) on children with special needs, but emphasise here the need to have resources within the school as well as special provisions elsewhere. It is all too easy for a child with a serious behaviour disturbance to be passed on from class to class and school to school, until he is thoroughly confirmed, in his own mind as well as in that of his teachers, as anti-social. Despite the useful suggestions of agencies such as the psychological service, practical results in terms of improved attitudes and conduct are very often limited. This is a serious problem and we suspect that it is more widespread than would appear on the surface.

It is difficult with a class of even 35 pupils for teachers to give adequate time and attention to all these children who need special help. Staffing does not allow for the flexibility needed to permit individual or small group remedial work. In general, the supportive services eagerly sought by teachers are insufficiently staffed to give help where and when they are needed. We have pointed out in an earlier discussion of staffing (chapter 2) that there is a high proportion of younger teachers in the primary service, a proportion which has been growing in recent years, yet the expansion of supporting services has not kept pace with this growth. The picture is one of high aspirations and hard work but inadequate staffing and facilities to cope with the tasks.

The Work of the Teacher

In the classroom, the teacher's work is shaped by the curriculum, expressed through the teaching techniques available to him, constrained by the nature and extent of the resources upon which he can draw, and influenced by the pressures and expectations which create the educational "atmosphere" within which he must work. As far as the curriculum is concerned, we note the considerable amount of freedom which already exists in the primary school, and draw attention to our emphasis upon school-based curricula (see chapter 11: The Curriculum) and the implications for staff planning, consultation, and co-ordination. But even with the flexibility of board curriculum guidelines, there must always be co-ordination between new curriculum developments, teacher training and supply, and teaching resources. At present, for example, there seems to be no clear policy on the introduction of the teaching of a second language in primary schools or the supply of teachers to do the work.

Methods of teaching have always been a matter of concern to primary teachers, and there is no doubt that the variety and imaginativeness of teaching techniques has been one of the great strengths of the primary school. As the curriculum changes, to take account of the much broader concept of educational objectives which is being accepted by most countries today (and is embodied in the report of the Working Party on Aims and Objectives), so teaching techniques will need to become more flexible. But where changes in technique and organisation are initiated there should be adequate preparation of teachers, either through initial or in-service training. We are concerned, for example, that open-plan teaching may, in some cases, be adopted as a policy (for example, in providing new classrooms) without the concurrent provision of in-service training for the teachers who must operate it.

Another example comes from the area of evaluation which we have discussed more fully elsewhere (in the chapters on curriculum and assessment). Although primary schools have for many decades been freed from the constraint of an external examination, their response to this freedom, as far as assessment is concerned, has been disappointing. This is mainly a matter of training, and a realisation that there is a wide range of assessment techniques and materials available to the teacher—but techniques which can be misleading, or even damaging, if used by the enthusiastic "amateur" who has had no training in their use and interpretation. Although we make general recommendations in the chapter on assessment, we think it important to highlight this aspect in the present context and therefore recommend:

10. *That there be a substantial strengthening of initial and in-service training in methods of assessment, and that primary teachers studying for degrees be encouraged to include advanced courses in educational assessment and evaluation in their university work.*
11. *That, as a long-term objective, all primary schools of medium size or above have at least one teacher with a position of responsibility who has an adequate qualification in the area of educational assessment, and who can act as a resource person and adviser for the school as a whole.*

The subject of resources is taken up in more detail in the appropriate chapter (14), but it is one of those areas which has given rise to the "complaints" mentioned at the beginning of this chapter. We have already referred to the lower standard (compared with the secondary service) of amenities and equipment, and merely wish to reiterate here that while we recognise that basic equipment codes are improving we believe that in the long run it is false economy to improve staffing—whether in quality or quantity—without ensuring that this major expense is parallelled by the relatively smaller expense of adequate and readily available resources.

Educational "atmosphere" is all important, and we have already emphasised the need to change conditions which contribute to the public attitude towards primary schools. It should also be evident that in our concept of the school as a professional unit we are vitally concerned with the atmosphere of the school and the morale of staff. There is a further factor which we have discussed earlier and which we also take up again in other chapters (chapters 3, 7, 11, 13) but which should be mentioned again in this context, namely, the role of the inspectorate. We do not believe that the roles of "grader" and "adviser" in relation to the individual teacher are compatible, and therefore recommend:

12. *That changes in the role of the inspectorate which are aimed at eliminating the individual grading function and increasing the advisory function be regarded as a matter of urgency.*
13. *That there be a thorough examination of the inspectorial system which would include: the selection and training of inspectors; definition of their roles in relation to individual teachers and the work of the school as a whole; consultative procedures through which they may be more effective in helping teachers to develop individual school programmes; the nature and resolution of any "communication gap" between inspectors and teachers.*

A Final Comment

All that we have been saying about the work of the teacher implies a great increase in in-service education, not just as presently organised, but, in addition, as whole-staff in-service training within a school. Without this, little will be achieved, and we give this aspect of educational development priority in our discussion on teacher education (chapter 8). We have also suggested considerable increases in supporting staff and a steady reduction in the teacher-pupil ratio. These are all recommendations which call for increases in manpower, but we think that this is a strategic time for such increases.

For 25 years the primary service has had to face an annual roll increase averaging 11,500 pupils, equivalent to opening 23 large new schools each year. The situation has changed dramatically. The peak roll was reached in 1972. From 1972 to 1977 the primary rolls will fall by over 17,000 children, equivalent to closing 29 large primary schools in 5 years. Live births for the 12 months ending 30 June 1973 were 3,008 fewer than the previous 12 months indicating that the expected upturn in the birth rate has not yet started. For the first time in 25 years the primary service has sufficient teachers to meet present staffing schedules, the retention rate has improved significantly, and there are more good applicants for training then are required. For at least the next 5 years, teachers will be available to make possible the improvements recommended by the working party.

This is an opportunity we cannot afford to neglect in our attempt to improve the quality of education for primary school children.

Chapter 7 SECONDARY EDUCATION

Secondary schools have been the target for persistent discussion and criticism during recent years, to the extent that they have recently been described as beleaguered institutions. A series of publications concerning this area have included titles such as *Education in Change*, *New Tasks for Secondary Education*, and *An End and a Beginning*. These titles clearly reflect a desire for change. The Curriculum Development Unit has published no fewer than seven booklets on the secondary school curriculum during the last 2 years; numerous articles have appeared in the papers; increasing student and teacher agitation has become apparent; and many submissions to the working party have requested change.

What are some of the factors giving rise to these pressures for change? When first established, secondary schools provided an academically oriented education for those continuing to university education and/or professional employment, while primary schools were concerned with universal education. This universal education now extends to Form 5, but a substantial element of the earlier academic orientation persists. Too many students now leave school classified as failures with respect to an academically oriented examination. The knowledge explosion has produced pressures on schools to teach more, yet on the other hand, knowledge is perishable, and schools are also expected to prepare students to adapt and respond to rapid change. Society and technology, and consequently, vocations, are continually changing. If the principles of lifelong education are to become reality, the secondary school will need to provide an environment in which every child is motivated towards learning.

Factors such as the following continue to place secondary schools in the centre of controversy. For many students, the secondary schools is the last formal educational institution they will attend. Unlike primary and intermediate school students who will transfer to secondary education, secondary school students will move to a variety of futures. Thus preparation for membership in society, for family life, for the world of work, and for continuing education are seen as the responsibilities of secondary schools, and criticisms concerning inadequate preparations are directed at these, even though most children may be set in their habits and attitudes by the time they enter the secondary school. There is an increasing tendency for some parents to delegate disciplinary and guiding functions to the schools and to blame them for the "lack of discipline" of modern youth. The attitudes and values of the present generation of 17- and 18-year-olds are producing a widening gulf between the senior and junior members of the school, who are nonetheless expected to coexist within the same framework of rules and facilities. The size of secondary schools, many of rolls exceeding 1,000, gives rise to feelings of insecurity and anonymity. Questioning of authority, of motives, and of objectives, is increasingly apparent in the young and increases the mounting pressures on the secondary schools. The cumulative effect of staffing shortages over the last 25 years, the resultant mobility of teachers, and the youth and inexperience of a large proportion of the secondary teaching force have all made a contribution.

Schools find themselves within a straitjacket. On the one hand, society (including the students themselves) expects provision of a liberal, general education which will prepare students to live effectively in the world of today and tomorrow and gain satisfaction in the process. On the other, they are confronted with fixed examination prescriptions, conservative and often rigid attitudes from the community at large (especially when change is suggested), and teaching situations constrained by standardised teaching spaces, resources, timetables, and excessive class-contact time.

Principals and others reporting their observations of schools and school systems overseas often comment on the fact that in many of their functions our schools compare more than favourably with those of other countries. But this is no cause for complacency, for secondary education is coming under close scrutiny in many countries at the present time. Nor should it be thought that our own schools are complacent—teachers throughout the country are involved in activities whose widespread implementation would diminish many of the problems presently faced by secondary schools.

Thus, changes in society and technology, in the objectives of education, in the roles delegated to the schools, and in the expectations of students and the community demand changes in secondary education.

The Direction of Change

People who consider our schools to be too rigid voice concerns such as the following:

(a) That the curriculum is too preoccupied with academic knowledge and skills and does not concern itself enough with the arts of living, family-life education for all, inter-cultural experience, moral values, and the meaning of life in a changing world. It does not, in other words, provide equality of opportunity for all for growth and development to the limit of their abilities. We have made strenuous efforts in the past, but it appears that we have fallen short.

(b) That the secondary school with its relatively narrow age range over the adolescent years, tends to prolong adolescent tutelage and immaturity. Parents and younger children could well form part of the secondary scene by way of adult classes, creches, or pre-school centres so that family life could be seen as a concern for all.

(c) That schools should become more like learning centres and teachers be seen as resource personnel. This would allow for scope for work outside the school walls. It would also provide opportunity for using the resources of the community by community participation in schools through the assistance of parents and of experts in various social and industrial fields.

As pointed out earlier, there is a great deal of activity in the field of secondary education. Teachers, schools, the teacher organisations, and the central body are involved in continuing attempts to improve the situation. As noted in chapter 11 (The Curriculum), a high rate of curriculum revision has been maintained since 1965. The function and mechanism of pupil assessment is under scrutiny as pointed out in chapter 13 (Assessment). Approval has been given for trial of various forms of community education at Rutherford High School and Aorere College, while the second high school at Mangere is being deliberately built as a community school. Industry is moving in a way which will allow an improved contribution to education. But the momentum of this activity is restrained by a series of factors, including ineffective communication and conservatism and nervous reaction on the part of teachers and community-factors which considerably reduce visible change within the schools.

The working party believes that increased flexibility is essential if schools are to cope with the demands and situations which confront them. This, in turn, will provide the freedom to innovate which will enable schools to reshape their curricula to serve the needs of their own set of circumstances. Such innovation will be successful only if education and support is provided for the teachers who will plan, manage, and evaluate it.

These, the central themes of this chapter, will be developed in the following areas:

- Climate for change.
- Guidance.
- School-oriented curricula.
- Community involvement.
- Student attitudes.
- School organisation.

Climate for Change

The rapid advances and changes in many fields indicate a need for continuing innovation, which may involve changes in aims, content and methods of learning, organisation, and evaluation. Further to this, we recognise that some disenchantment with secondary education has occurred because of failure to provide for the diversity which exists among communities, schools, students, and teachers. A strong education system must have the ability to sustain individuality and diversity; innovation is an essential element in providing this. To achieve this, there will need to be removal of restraints and inhibitions on personal and team responsibility within schools, such as external examinations and uniform curricula over the whole country. At the same time, it is recognised that New Zealand's population is mobile geographically and socio-economically so that there must be some overall restraints.

If favourable conditions for innovation are to be provided, an encouraging, supporting, and facilitative climate needs to be created. The key factor in producing this climate concerns attitudes and values: of teachers, administrators, students, their parents, and the community at large. Acceptance (and even expectation) by these groups of change as desirable is essential. Failure to achieve this acceptance will at best hinder, and at worst prevent, the spread of desirable changes.

We believe that there is considerable goodwill and motivation towards innovation amongst secondary teachers at present, but if they are to meet its demands, a close examination will be needed of teacher working conditions, of the structure of staffing, and of the roles of various key personnel in secondary schools (not only teaching and administrative, but also ancillary staff). Consideration should be given to such matters as provision of bursar help to enable principals to be effective in their professional leadership roles; redefinition of the role of senior staff such as deputy-principals and the provision of master-teachers; the provision of support staff to undertake a variety of roles; facilitating exchange of principals, inspectors, curriculum development and teachers college personnel; study leave; class-contact time; and the organisation of the teacher's working day and working year.

Senior staff in secondary schools are selected on the basis of ability and experience. Their professional expertise should equip them to play an initiating and guiding role in curriculum innovation, but all too often their energies are absorbed by the clerical duties associated with the administrative task of running the school. Effective implementation of change also requires considerable administrative expertise from the school leaders to ensure co-operation, motivation, and involvement on the part of teachers, yet this skill is largely left to develop on the job. We believe that lack of time and training of professional leaders is a significant barrier to innovation, particularly with regard to co-ordination and evaluation (see chapter 11: The Curriculum).

Teacher education is an essential prerequisite to innovation. We have drawn attention to the need for changed attitudes on the part of teachers: the shaping of attitudes begins in pre-service teacher education but this is usually based on a short 1-year training period and needs to be continued as teachers gain experience. Attitudes alone are insufficient and it will be necessary to develop and continually update subject knowledge, teaching skills, and the management and organisation of programmes and resources. Hence our strong emphasis on both pre-service and in-service training.

Teacher attitudes and ability, together with effective professional leadership, will produce conditions for innovation; but unless classroom conditions change, little will be achieved. Secondary schools are still organised in the main on a tight 35–36 period per week basis. In other words, the amount of class-contact time for teachers is not only excessive, it is made worse by the fact that the time is compressed into 6 hours in a school day. One of the biggest barriers then is the present organisation of the school day. We see the need for a variety of organisational experiments which would use teachers more effectively over a longer school day but which would also provide for less contact time.

The result of providing periods of non-contact time interspersed throughout the teaching day would include: time to plan programmes, to prepare appropriate materials, to adjust from the demands of one class to another (such as from an unstreamed third form to an academically able sixth form), to consult and share experiences with other teachers, to undergo in-school training, and to seek out and absorb new information. Opportunity for such activities is at present limited, and where it does become available, it is often at the wrong time of day.

Another barrier is obviously a financial one. If contact time is to be reduced, this will cost money, but not as much as may appear at first sight if more efficient ways of deploying staff are used. We have in mind here a great increase in the number of study periods and the allocation of more unstructured time; one corollary of which will be the necessity to provide a wide range of individual learning resources. There will need to be both supervision (at least) of junior classes and also education of pupils in the use of unstructured time. The provision of such unstructured time and the possible reorganisation of the school day will require an examination of and perhaps an alteration in the present regulations governing attendance at school.

Similarly, reorganisation to make more effective and professional use of teachers may well give rise to situations which would require an examination of the legal position of schools in respect of their role *in loco parentis*. It would be wise to look at the two concepts together—that is, reducing contact time for teachers and reducing "formal" situations for pupils.

Looked at in this way, reducing contact time does not mean a massive increase in teaching staff. What is required is a substantial increase of support staff, trained to varying levels for a range of responsibilities and paid accordingly. Such staff would assist teachers to make more effective use of their non-contact time in preparing work, mounting displays, and sorting out resources, and would take away from classroom teachers many of the jobs and duties which cut into their proper work as professional people.

To provide the climate, opportunity, and support needed to provide for innovation, the working party recommends:

1. (a) *That priority be given to improved and increased teacher education, both pre-service and in-service, as recommended in chapter 8 on teacher education.*
   (b) *That such teacher education take account of the leadership role of senior staff as well as the need to develop innovative skills and attitudes.*
2. *That in view of the increasing responsibilities of senior staff for initiating and co-ordinating school programmes, their teaching and routine administrative load be adjusted to enable this leadership function to be carried out.*
3. *That to promote efficient professional activities as defined in this chapter:*
   (a) *The amount of class-contact time in proportion to total working time be reduced substantially for all teaching staff;*
   (b) *The structure of the teaching day be reorganised to reduce the amount of continuous class-contact time for teachers and pupils.*
4. *That adequate resources, and, in particular, a greatly increased provision of support staff, be provided to facilitate professional teacher activity.*

Guidance

Realisation of potential requires indentification of student strengths and an environment in which the student gains satisfaction and a sense of achievement from his activities. The working party believes that the school has a particular responsibility for stimulating and guiding the intellectual development of its students and that appropriate educational guidance is necessary if every student is to have the opportunity to develop his capacities to their fullest extent.

Emotional, physical, and cultural problems inhibit the effectiveness of learning, and teacher, school, parents, or community expectations may emphasise directions which are not in the best interests of the pupil and which may induce tensions which are counterproductive to learning.

Home and community are the source of many of the student problems schools must cope with, hence problems must be treated in these areas as well as in the schools. A number of children who are problems at school fit in quickly to work situations in which they are able to use their strengths. Work experience and prevocational orientation programmes (see chapter 9: Vocational Education) will ensure that such children have opportunity to discover their strengths and aptitudes and gain satisfaction in their use.

There is general recognition that a guidance system should be a key part of every secondary school. Chapetr 17 discusses the provision of guidance and other services, and attention is drawn to the significance for secondary schools of recommendations 1, 3, 5, 6, and 11, and the narrative preceding them. Of particular importance to secondary schools is recognition of the place of the home, the community, and other agencies outside the school in treating problems; early identification of children with special needs; and early support from qualified staff in dealing with maladjusted or disadvantaged children.

In addition to the relevant recommendations in chapter 17, the working party urges that the following recommendation be implemented as a matter of urgency:

5. *That provision of suitable guidance networks as envisaged in the 1971 Department of Education report* Guidance in Secondary Schools *(and now accepted as policy), be regarded as an integral part of the staffing establishment of every secondary school.*

One aspect of secondary schooling which has been repeatedly examined over the past 5 years is the education of girls. Among others, the Advisory Council on Educational Planning and the National Advisory Council on the Employment of Women have studied this topic. They have found that girls suffer not from lack of educational opportunities, but from a failure to utilise these opportunities because of social attitudes towards women common to the school, the home, and the community in general.

Sex-stereotyping begins early in childhood, making it essential for teachers at all levels to be trained to recognise and counteract this restricting influence, but it appears that secondary schools can make an especially important contribution to forming adolescents' perceptions of the role of women.

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The working party considers that every co-educational secondary school should include among its aims a planned effort to raise the educational aspirations of girls and inform them of the multiplicity of roles which they may wish to choose in the society of the future. They should also offer a programme of family life education for all boys and girls.

Secondary teachers could do a great deal to change traditional sex-based attitudes towards the study of mathematics and science, manual subjects such as typing, woodwork, and metalwork, and the home science area, but their efforts need to be seen as part of a deliberate school policy. Much of the responsibility for shaping and implementing this policy will depend upon the school's own curriculum development programme, but, as with moral education, little will be achieved if the school as a whole is not seen to be committed to open-minded attitudes on the role of women.

Of necessity, single-sex schools will need to adopt different strategies from the one suggested for co-educational institutions. But these schools, including boys' schools, should still accept a commitment to the aim of promoting a more liberal attitude towards the role of women—and indeed of men—in our society. One important part of this task is breaking down the distinction between men's and women's work, and this is relevant to boys as well as girls when they make their career choices.

The working party recommends:

6. *That in the planning of the secondary curriculum—for example, in the choice of subjects offered boys and girls, the content of social studies and liberal studies programmes, and the preparation of resource materials—the Department of Education and all secondary schools be asked to take account of changing attitudes towards the roles of women and men.*

School-oriented Curricula

Substantive discussion of the curriculum in schools is contained in chapter 11. In this section, we will draw attention to matters of particular importance to secondary schools.

While national syllabuses permit considerable freedom for teachers to devise courses suited to their individual situations, examination prescriptions tend to dominate much of the secondary school curriculum. Replacement of external examinations by alternative methods of assessment related to the objectives of each school (see chapter 13: Assessment) will produce significantly greater freedom (and, it should be noted, significantly greater responsibility) for schools.

As the curriculum becomes increasingly learner-centred so the responsibility of each school to consider the needs of its particular students and to structure its curriculum accordingly, becomes greater. At present the "extra-curricular activities" (for example, games, drama, choirs which many consider to be as valuable as the formal curriculum) and the so-called "hidden curriculum" (the attitudes a child picks up from his peers, his teachers, and all that goes in at the school) are largely determined by the nature of each individual school. It seems logical to believe that each school should have considerable control over the formal part. In doing so it can remedy deficiencies or repair effects of the "hidden" curriculum in so far as it knows them. Such control will enable a school to experience the activities of its community, accept a greater responsibility towards the community, and use the natural and human resources of its environment for work and leisure. Introduction to these resources through the school curriculum will result in more meaningful and effective use of them after students leave school.

Community service programmes can provide one opportunity for student involvement in local activities. The basic aim is to develop the student's social growth by harnessing their energies to community needs. A community service programme is a logical extension to the pastoral work of the school, and it adds a further dimension to the methods by which the school pursues its goals. It provides opportunities for students to participate in the life of the community, to develop personal and social skills, and to further their sense of social responsibility. Through taking part in every stage of such programmes, students will not only be suitably committed to them, but will also have opportunities to experience the setting of objectives, and the planning and practice of their implementation. Every aspect of such exercises should be conducted under close supervision, the outcomes evaluated by school, students, and community, and the resulting learning experiences linked to other school work.

To implement school-orientated curricula, teachers will require time, training, guidelines, advisory services, facilities for the preparation of resource materials, and opportunities to share their experience—both their successes and their failures, for failure is as important to know about in this field as success. (Discussion of such implementation occurs throughout chapter 11: The Curriculum.) Community participation will be required to clarify curriculum objectives, to inform and reassure parents, and to provide liaison leading to use of community resources. Within the school, co-ordination and leadership will need to be provided to achieve effective, integrated, and sequential programmes. The importance and magnitude of this task suggests that it should be the primary responsibility of a senior person, and that staffing entitlement must be increased to take account of this responsibility. Teacher education will also need to be related to individual school objectives and the team whose task it will be to implement them. Thus school-based courses will often be more appropriate than national ones. These courses should make use of resources within the school and neighbourhood by involving the expertise existing within its own staff, within that of adjacent schools, and within the surrounding community. Where appropriate, the services of inspectors, advisers, and educational psychologists should be used.

Regarding particular aspects of the curriculum, schools should take account of the following in deciding their objectives:

(a) Motivation towards learning should be an important consideration in curriculum development.
(b) The development of attitudes and values should be seen as an inescapable result of the learning process and be specifically recognised in curriculum development.
(c) Democratic procedures should be an integral part of school organisation, involving all students and staff. The extent of student participation should depend on their level of maturity.
(d) A wider range of pre-vocational orientation should be experienced by all students in their early secondary years, but vocational direction should not occur before Form 5 at the earliest.
(e) For continuing education to be effective, positive attitudes and effective learning skills need to be developed during formal education. Exposure to a variety of subjects and experiences will provide a basis for later education extension.

To provide for development of school-orientated curricula along the lines discussed above and elaborated in chapters 11 (The Curriculum) and 13 (Assessment), the working party recommends:

7. (a) *That schools be encouraged to devise curricula appropriate to the individual and collective needs of their students—within broad guidelines and subject to procedures of accountability.*

(b) *That the flexibility sought in curriculum organisation and teaching methods be matched by flexibility in school organisation to allow for activities which do not fit the normal timetabling pattern.*

(c) *That schools be staffed to allow for one or more of the staff of each school to be designated curriculum development leaders to work in conjunction with heads of departments and to assist in construction of curricula relevant to individual and collective needs.*

8. *That the emphasis in continuing education courses for teachers move towards whole-staff training on a school-by-school basis to ensure staff effectiveness for their chosen objectives.*

9. *That greater use be made of community resources, including work experience for those students who would gain substantial benefit from it: and conversely, that through their school programmes students be given realistic opportunities to appreciate their responsibilities towards the community.*

Community Involvement

The student is a member of society, financed by society to be educated for adult participation in society. Schools are, therefore, accountable to society for the outcome of their activities.

An educational approach which places increasing emphasis on learning about living and the quality of life implies definition of what constitutes quality—a definition inescapably linked with the community of which the student is part. The community should participate in defining qualities which the school should reflect.

We are aware that many parents are diffident about discussing student programmes, problems, and progress. A number of schools have been trying various ways of overcoming this communication barrier, and widespread implementation of their example could result in a public much better informed on the objectives, problems, and successes of schools. The working party regards this informing activity as important and suggests that, among other methods, a new approach to reporting to parents should be made. We believe that it is incumbent upon schools to initiate reporting to parents, and discussion and participation involving the community.

Apart from the community participation in school affairs mentioned above, the secondary school appears to be well-placed to provide continuing and second-chance education. (This aspect is also referred to in chapter 4: Continuing Education.) The logical extension of community participation to provide for sharing rather than duplication of facilities needed by both school and community (as envisaged for the second high school at Mangere) operates to the advantage of both by allowing provision of more units of higher standard. Further discussion of this topic is contained in the report of the Working Party on Organisation and Administration.

To provide opportunity for effective community use of school facilities, the working party recommends:

10. *That community use of schools increase substantially, and that all schools which recognise the need, are prepared to work for it, and are actively supported by their local authority, be designated community schools for the initiation of community programmes; that additional facilities be provided following assessment of requirements for these*

programmes; that evaluation be made of the effectiveness of the programmes provided; and that finance for the extra commitment be provided.

11. (a) *That community programmes be controlled by a senior staff member, such as an appointee at deputy principal level to undertake this function.*

    (b) *That staff appointed to run community programmes be attached to the school.*

12. *That local authorities be encouraged to place community facilities in or adjacent to selected schools.*

13. *That planning of new schools take account of possible community usage—for example, in parking facilities, increased library provision, and increased grounds and sports facilities—bearing in mind that convenience of access is a key factor in achieving usage of facilities.*

Student Involvement and Attitudes

Student attitudes will be affected by changes in curriculum, the provision of guidance systems, community involvement—in fact by the sum of all the changes proposed. However, after considering the secondary school from the point of view of its students, the working party considers three aspects deserve particular mention:

(a) Schools should move towards democracy in their practices and organisation by demonstrating the operation of democratic principles through student and staff involvement at all levels. However, involvement in discussion and decision is not sufficient: responsibility for implementation of decisions and their consequences must be experienced, the limitations imposed by external factors recognised, and respect for and acceptance of a majority decision, of the place of authority, and of the rights of others developed. Discussion and decision alone will not give a picture of the operation of democracy in our society.

With complete democracy goes the power of decision and policy-making and the responsibility for such decisions and policies. This is vested under the Education Act in boards of governors and principals as their agents. At the moment, schools can be little more than guided democracies, so that such groups as student councils, staff committees, guidance committees, and curriculum committees can be of an advisory nature only, although they can wield real influence. Ad hoc student committees such as environment, sports, and social committees can, however, carry through much of the democratic process, not only in making decisions but in bearing responsibility for them. An extension of democratic procedures in secondary schools would include, of course, parent participation in the formulation of school policies, again of an advisory nature under the present Act.

The point of debate is not whether the schools should move towards democracy but how far it is practicable for them to do so; different schools would move at different speeds with different limitations on the process.

(b) Schools should attempt to make students secure and confident in their own worth as individuals by an acceptance of their individual strengths and weaknesses and with this as a necessary basis, challenge them to effort and achievement. Such challenges can be intellectual, physical, and emotional.

(c) Schools should seek to provide adventure and fun within the routines of institutional life. The secondary school has powerful competitors for the allegiance of the young and desirable learning does not need to be dull. Community service, use of community and natural resources, work experience, school camps and excursions, problem-solving situations—all of these involve a breakdown of the rigidity of the 40-minute period continuum and more engagement of all the senses in a variety of activities. They would all lead to an enrichment of the lives of the students.

The working party recommends:

14. *That staff and students be accorded the right of active, responsible, and democratic participation in the affairs of the school.*

Organisational Changes

Both the size of the school administrative unit and primary/intermediate/secondary discontinuity affect the efficiency of learning and teaching. We take the view that there must be a greater effort to ensure that the education of the child is seen as a whole process from pre-school to at least the end of the secondary phase and, in due course, to continuing education. The historical division between primary and secondary as different kinds of education is no longer valid. The strength of our views on this matter are such as to warrant discussion in a separate chapter. However, a separate area of concern exists within the secondary system itself; the increasing number of students continuing their formal education beyond form 5. Less than half of these students ever enrol at a university; thus, a wider range of subjects than the present academic, pre-university group presently emphasised is justified. To ensure sufficient students to provide this wider range of course, aggregation of students from more than one school would be necessary.

Students at the young adult level enrolled in forms 6 and 7 have different objectives and characteristics from those in lower forms. They require differing facilities in their educational environment and need greater freedom to develop. They need at least separate facilities such as adequate libraries, common rooms and study places, and perhaps even separate institutions. Freedom from a 9 a.m.-3.30 p.m. day would allow students to work or undertake community responsibilities consistent with their objectives while continuing some form of education during hours outside the formal school day. Flexible provision of courses, perhaps in a community college or school, would allow students to select the arrangement most suitable for them, either immediately following the completion of form 5, or at some later stage. More detailed discussion of this topic is contained within the report of the Working Party on Organisation and Administration. We believe that it is unlikely that any single, superior organisational form will be found. Experimentation should be undertaken to enable evaluation of various structures, and selection of the form most appropriate to the contributing community.

The working Party recommends:

15. *That variations in the school system such as urban area and form 1–7 schools, form 1–5, form 6–7, and form 6–8 colleges be established as properly evaluated experiments.*
16. *That irrespective of any organisational changes, teaching and learning in forms 6 and 7 be improved by the provision of facilities and conditions which take account of the age and maturity of the students in those forms.*

There have been suggestions that our secondary school units are too large—that the administrative unit should not exceed 450 students. We believe that it is difficult to set a precise number. Large schools are able to provide facilities and staff specialisation which would not be economically possible in smaller units, but the main concern is that the student (and teacher) should not be overwhelmed by impersonal size in an institution.

A large number of schools already have organisational arrangements to try to achieve this. The working party is aware of this experimentation, and believes that it is a matter which should be pursued with increased vigour and carefully evaluated.

The working party recommends:

17. *That schools be so staffed that they can employ managerial techniques and administrative arrangements which will ensure that students have a sense of belonging to a unit with which they can readily identify and satisfactorily relate, but that the unit size should not be so small as to impede learning and teaching through lack of special resources or inability to offer specialisation where appropriate.*

Chapter 8 THE GENERAL AND PROFESSIONAL EDUCATION OF TEACHERS

Of all the ideas for improving learning and teaching which we received, one has occurred far more often than any other. Although it is stated in a variety of forms its intention is very clear. It urges better provisions for the preparation of teachers. This demand for a strengthening of teacher education has come from all levels of the system and from a wide variety of sources. It is based on the belief that educational aims and plans can be made to work well only if the teachers are appropriately prepared for the task.

From our study of the situation, we have become strongly convinced that teacher education is a key factor in any attempt at improving both learning and teaching. We therefore urge that a high priority be given to strengthening the general and professional education of teachers at all levels of the system. In making this recommendation we have taken account of the similar advice given by the 1962 Commission on Education in New Zealand and the substantial improvements which resulted from its acceptance. However, we consider that the growing rate of change in our society since 1962 makes a further strengthening of teacher education even more urgent now if learning and teaching are to be significantly improved.

A system of education ultimately depends for its success on the ability, understanding, and skill of its teachers. For it is through teaching that educational plans and programmes actually come to exert their influence upon human attitudes, ideas, and behaviour. Planners, administrators, advisers, and specialists of many kinds provide the organisation, resources, and supporting services that determine the conditions within which the schools must function. But the task of turning educational programmes into influential educative experiences finally depends upon individual teachers working directly with their students of whatever age. Thus the work of teachers is seen as very important, and their preparation for it becomes a matter of prime importance.

Within the total field of teacher education we consider there are several aspects in particular need of improvement.

The Continuing Education of Teachers

The most urgent need is to establish immediately a comprehensive scheme of continuing education for teachers. It has been repeatedly said that education ought to be a continuing process and yet we have, through our organisation of the system, often made this difficult to achieve. If education is to become a more continuous process, then our administrators, specialists, and teachers must regard it and organise it appropriately. In particular, it will be important to ensure that the education of teachers is organised on the assumption that it must be a continuous, co-ordinated process.

Ever since our education system was established we have tended to rely too heavily on pre-service preparation to serve the needs of teachers. But at least by 1949 the Consultative Committee on Teacher Training was pointing out that:

> No training college courses can be expected to turn out young teachers fully prepared to cope with all the difficulties that will arise in their first years of service.

Despite this earlier recognition of the particular need for further professional support for young teachers in their early years there has to date been no substantial provision for meeting it. Nor has there been an adequate provision for continuing the professional and general education of teachers beyond the first few years of service. Today, the extent of up-to-date knowledge teachers need and the increasing professional skill they must develop, make it essential for them to continue their own education and training if they are to meet children's needs effectively.

Up to the present the term "in-service training" has been used to describe the courses provided by the Department of Education for teachers after their initial training. These periods of in-service training are generally brief; often of half or a whole day's duration, less frequently lasting over several days or a week, and more rarely up to 6 weeks. The brevity of many of these courses has prevented the development of any real depth of understanding or competence and a considerable number of teachers have had no opportunity to attend them[*].

The need for a policy of continuing education for teachers has been well recognised in the United States for many years. In England a similar policy as set out in a white paper[†] has recently been adopted. The case for continuing education for Australian teachers has been advanced this year in a report of the Australian Schools Commission[‡]. Here, in New Zealand, there have been continuing requests for such a provision at least since the report of the Consultative Committee in 1949. The increasing need for a policy of continuing education for teachers in New Zealand is clearly shown by the publication of at least four major reports on the subject in the last 3 years.

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[*] In a study of in-service education in the Canterbury district P. E. Courtney (*In-Service Education*, Education Department, University of Canterbury, 1972) noted that the Plowden survey of 1964 showed that two-thirds of primary teachers in Britain spent an average of 13 days at courses in a 3-year period. His own survey shows the average attendance by the same proportion of teachers to be only 4 days in 2 years.

[†] *Education: A Framework for Expansion.* London: Department of Education and Science. 1972.

[‡] *Schools in Australia.* Canberra: Report of the Interim Committee for the Australian Schools Commission. 1973.

Instead of "in-service training", it is now more appropriate to use the term "continuing education" to cover all those forms of teacher education beyond the pre-service stage. This usage fits all types of further education of teachers into the more general context of continuing education for adults. As it is applied to teachers, the term continuing education has been usefully defined in the James Report* as:

> The whole range of activities, by which teachers can extend their personal education, develop their professional competence, and improve their understanding of educational principles and techniques.

It would include provision for further academic study, becoming acquainted with new developments in general teaching, planning new programmes and approaches, and preparation for new levels of responsibility in general teaching, special education, or administration. Courses for those returning to teaching after several years are also needed. Teachers, like other professionals, also need regular refreshment: a constant contact with children can prove demanding and enervating, with consequent stress, loss of drive, and the danger of teaching losing its impact. Hence a part of the beneficial effect from the introduction of a policy of regular periods of release from the classroom would stem from the personal refreshment resulting from it.

What is now needed is provision for all teachers (including those in tertiary institutions) to receive an entitlement to regular periods of release from teaching during which they engage upon some form of personal and professional stimulation and refreshment. These regular periods of release from teaching should be planned and organised so that they follow naturally from the basic pre-service preparation upon which they must build.

Because there is a pressing need to strengthen the capacities of teachers to meet the demands of modern teaching approaches, a variety of means must be developed for helping them to accomplish this. One important way is through encouraging and enabling teachers to work at this within their own schools, but they would need time for this purpose which is not now available. For some members of staff, teaching loads may need to be reduced for limited periods and used either on a weekly or blocked basis. This time would be used for the purpose of further developing their own professional understanding and competence through helping to develop school programmes of study. Principals and senior teachers who should lead and guide such programme development would themselves need training for developing the new skills required in professional leadership of this kind. If teachers are to be enabled to help children achieve the objectives of new syllabuses, they will undoubtedly need support in coming to understand curricular objectives and the methods appropriate for their achievement. A greater number of area-based curriculum advisers than are now available would be needed to assist school staffs in assuming fuller responsibility for the educational programmes in their own schools. Such professional support might well form a considerably greater part of the work of inspectors, now that their assessment role has been reduced. Some members of the Curriculum Development Unit and of teachers college staffs might also assist where appropriate. It is very important that schools should assume increasing responsibility for developing educational programmes suited to local needs, and that professional support should be available to them.

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* *Teacher Education and Training*. London: Department of Education and Science, 1972.

In addition to this "in-schools" type of continuing education there is a range of other provisions necessary to enable teachers to improve their teaching. The rapid increase in the growth of knowledge implies a need for teachers to up-date their own understanding of recent developments in general and professional subject fields. Courses for this purpose could appropriately be provided by universities, teachers colleges, and technical institutes and teachers could be enabled to attend them through an expansion of the existing schemes for teachers' study bursaries. In the case of those technical institute tutors concerned with industrial training the most appropriate use of such periods of release may, on occasions, be through a return to industry.

There are a number of specialist areas of teaching for which there is at present little or no specific preparation. Teachers working with children affected by such difficulties as intellectual and many physical handicaps, emotional maladjustment, and educational retardation have little in the way of training programmes available to them. Since work of this kind calls for specialised knowledge and skills we consider that there should be specialist qualifications required for this work with consequent provision of appropriate courses to be taken preferably after pre-service preparation and some general teaching experience (see chapter 17). Again, these courses could be based on universities or teachers colleges, though some may need to be located where medical teaching is available.

The working party is strongly of the opinion that one of the most effective measures for improving learning and teaching would be a considerable strengthening of provisions for the continuing education of teachers. This strengthening is required at all levels of the system from early-childhood education to the tertiary level. There is a need for frequent reviews of continuing education for teachers to ensure that appropriate preparation is available to meet emerging needs.

We therefore recommend:

1. *That the education of teachers be reorganised to make it a continuous, co-ordinated process which begins with pre-service preparation and continues throughout the teachers' careers.*

Acceptance of this recommendation would involve the adoption of a policy for regular paid periods of release for teachers during which they engage upon some appropriate form of personal and professional stimulation. We strongly recommend adoption of the proposals for continuing education of teachers offered in the Advisory Council on Educational Planning (ACEP) report, *The Continuing Education of Teachers*, which should be read along with this report. In essence, the ACEP report recommends that teachers be released for one term after every 7 years of continuous teaching service. It is an entitlement not in the sense of an absolute right, but one dependent on adequate justification before it can be granted. Applications to take up the entitlement would be made to area committees established for the co-ordination of continuing education for teachers. Where a committee was satisfied that the proposals for using the leave were appropriate, it would recommend that leave be granted. To provide for flexibility within this scheme, it is proposed that it may be taken either in one block or in several smaller periods of not less than 1 month in duration. The ACEP report states there is an urgent need to provide continuing education programmes for 3 groups of teachers, namely, young teachers during their first 3 years, retraining for those returning to teaching and for senior teachers, and an expansion of courses for secondary teachers. We strongly support this view and consider that the costs involved would be likely to produce a very effective return in improved educational results. Wherever possible, work done during these periods of release should lead to credit towards an improved qualification related to teaching.

Development and Co-ordination of Teacher Education

To ensure the co-ordination of teacher education, we see a need for considerable reorganisation. While this is properly the province of the Working Party on Organisation and Administration we deal with it in this context because we see it as an extension of our concept of the school (in this case the teachers college) as a fully professional unit. As a tertiary institution, the teachers college has particular claims to greater autonomy and we therefore feel that it is appropriate to stray into the field of administration.

Up to the present the pre-service and in-service teacher education for primary teachers has been the responsibility of the director of primary education. Similarly, that for secondary teachers had been controlled by the director of secondary education. The preparation of pre-school teachers was an attached responsibility of the director of primary education, but is currently attached to the superintendent of special services. The recent embryo teacher-training scheme for technical institute tutors is the responsibility of the director of technical education. To the extent that it occurs at all, teacher training for university staff is the responsibility of individual universities, some of which are giving it increasing attention.

In recognition of the need for greater co-ordination, the post of superintendent of teacher training has just been established in the Department of Education. This officer will be responsible for the department's administrative responsibility in the training of primary and secondary teachers, the in-service training of teachers, and the recruitment of teachers, as well as the co-ordination of pre-school teacher training and advice on the training of technical institute tutors.

Development and co-ordination of teacher education is required at two main levels—national and local. At the national level the Department of Education has several particular responsibilities. First it is responsible to Government for the effectiveness of the education system with a consequent responsibility for the provisions for teacher education. Second it is, at least for the present, responsible for registering teachers as suitable for employment in State educational institutions. Third, it has the responsibility for allocating resources to this sector of the education system as for all other sectors. In discharging these responsibilities it consults with a wide range of controlling authorities, vocational organisations, voluntary groups, and various professional teacher organisations.

In recent years the control of teachers colleges has passed from education boards to independent college councils with wide representation from universities, education boards, city councils, secondary schools boards, primary and secondary teachers associations, ministerial nominees, and the Department of Education. The academic committees of these councils are composed of representatives from universities, teacher organisations, Department of Education, and college staffs.

Clearly, the Department of Education will continue to have the three main areas of responsibility for teacher education previously mentioned. However, it could with advantage make greater use of local help in handling them. The establishment of college councils with their academic committees has resulted in a very considerable strengthening of the professional and administrative experience and skill available at local levels. To us it seems desirable that more responsibility for the development and co-ordination of teacher education programmes and for the use of resources be vested in these local councils. We recognise that in a country where teachers and children often move from one locality to another there is a need to ensure some degree of similarity in the nature of teacher education. However, we consider that this need can be adequately met through the department's representatives on each council. Should the need arise, periodic conferences of those interests involved in teacher education could be held to ensure exchange of views and a basis of agreement on future policies. Through retaining a substantial influence over the conditions required for teacher registration, the department could ensure that teacher education programmes met essential requirements. It is to be hoped that in time the registration of teachers may become the responsibility of a teachers registration board including representatives of teacher organisations and the department. The superintendent of teacher training might then become its executive officer for the purpose.

In the field of continuing education for teachers there could be distinct advantage in encouraging considerably greater use of local interest and resources. To a very large extent present "in-service" courses for teachers are under the direct and almost exclusive control of the Department of Education. As already explained, we consider that there is an urgent need to expand these provisions to include all teachers, to increase the length and level of the courses, and to involve tertiary institutions much more in contributing to them. This increase in the number of contributing agencies would naturally involve co-ordination of their efforts to minimise duplication and ensure effective coverage of needs. Local area committees appear best suited to assess local needs, arrange programmes, and allocate or at least recommend the allocation of resources. Representatives of the Department of Education and teachers would form the nucleus of these committees together with those from universities, teachers colleges, and technical institutes, all of which could be expected to offer such courses as their particular strengths best fitted them to provide. Wherever possible such courses should qualify for credit towards additional qualifications for teachers.

At the level of pre-service preparation for teachers there is a similar need for a degree of co-ordination. Again it appears to us that this could be adequately achieved through the work of the academic committee of the colleges complemented when necessary by residential conferences of the Lopdell House type. If at these latter conferences there was a suitable representation from the colleges, universities, Department of Education, teacher organisations, and community interests, it should be possible to ensure that all necessary viewpoints were considered. General agreement could be reached regarding such matters as types of courses provided, their lengths and forms of organisation, the amount and kind of practice teaching provisions, and variations of pattern to suit local or special needs. If, as later suggested, a teachers college is to provide pre-service courses for teachers desiring to work at various levels of the system, then it is important to ensure a degree of flexibility in pre-service teacher education courses to enable a student-teacher to change from one type of preparation to another. Particularly during the first year of pre-service preparation, it would be desirable for courses to serve the needs of students aiming to teach at various levels, thus delaying the need to select pre-school, primary, or post-primary levels from the beginning.

In our view we have now reached the stage where it would be beneficial for the Department of Education to exercise its professional and administrative responsibilities for teacher education through a greater delegation to local agencies of the kinds suggested. The work of the department would still involve ensuring an adequate supply of teachers, participation in developing and coordinating appropriate pre-service and continuing teacher education programmes, ensuring effective arrangements for teacher registration, and the provision of necessary resources within a framework of national policy. It seems highly probable that the effect of a greater degree of involvement and responsibility by local agencies would be to stimulate and encourage greater vitality and local initiative. We appreciate the fact that the whole matter of the powers and constitution of teachers college councils is under review, but stress the need for maximum delegation of responsibilities.

We therefore recommend:

2. *That the Department of Education delegate a greater degree of responsibility to suitably representative local agencies in developing and coordinating provisions for teacher education.*

The Role of Teachers Colleges

The part played by teachers colleges in the preparation of teachers is another area in need of close attention. Certain aspects of the organisation of teachers colleges in New Zealand appear likely to hinder the development of greater continuity in education. First, the colleges have generally been confined to preparing teachers for only one level of the education system, namely, primary or secondary. Second, they have had no systematic or extensive opportunity to participate in the continuing education of teachers beyond the pre-service stage. Third, they have been unable to offer teachers courses leading to advanced qualifications. Their restriction to catering for the pre-service needs of teachers for only one level of the system could well be a cause of some of the discontinuity in educational conceptions and approaches at present existing between the levels. The lack of continuing working contact with practising teachers tends to deprive colleges of an essential means of evaluating the suitability of their pre-service programmes, thus making effective revision of these programmes more difficult. At the same time, the considerable specialist experience of teachers college staffs has not been readily available to practising teachers. In consequence a very valuable degree of mutual stimulation and support is being lost to both the teachers and the colleges. Finally, restriction to working at a pre-service level only has made it difficult for the colleges to establish a clear and acceptable place within tertiary education. As a result the colleges are now at a stage where they need a clearer delineation of their areas of responsibility in teacher education as a basis for future planning, such as that provided in England by the recent white paper.

The working party has considered recommendations contained in two recent reports by the ACEP Standing Committee on Teacher Training*†, both of which favour an extension of the functions of teachers colleges. We have also received a number of submissions making similar recommendations. From our own assessment of current needs in teacher education, we are convinced that the time has arrived for increasing the range of functions of teachers colleges. We see these extensions of function as being of two main kinds.

The first type of change needed is the involvement of each college in catering for the pre-service needs of teachers preparing to work at a variety of levels in the education system. Thus, pre-school, primary, secondary, and even some tertiary-level teachers might all study within the one college. This does not necessarily imply that all colleges must cater for the whole range, but rather that a college should not be confined to only one level. There would thus be greater prospect of improving continuity of educational approaches and practices if the majority of teachers received their teacher education in multi-purpose teachers colleges.

***The Continuing Education of Teachers*. Wellington: Advisory Council on Educational Planning. 1973.

†*The Future Role of Teachers Colleges*. Wellington: Advisory Council on Educational Planning. 1973.

We therefore recommend:

3. *That the functions of teachers colleges be extended to provide for the pre-service needs of teachers preparing to work at various levels in the system.*

The second extension of function would involve the colleges to a much greater degree in catering for the continuing education of teachers beyond the pre-service stage. Adoption of the recommended policy for periodic release for teachers would make it possible for numbers of them to return to the colleges to take courses of a substantial nature leading to credit for further qualifications. Although these courses could be expected to be predominantly of a professional nature, there should also be others aimed at updating subject knowledge, advancing general education, and providing specialist training. To enable teachers to attend courses longer than one term, a much more liberal application of the present teachers' bursary scheme would be needed.

Both teachers and the colleges seem likely to benefit from such a change. Teachers would benefit from having better integrated and co-ordinated programmes of continuing education if these were planned to build upon pre-service foundations. At present the links between pre-service and continuing programmes are very tenuous with resulting discontinuity. Through basing substantial continuing education courses for teachers on the colleges, there would also be a greater prospect of co-ordinating the specialist contributions available through universities or technical institutes with whom they have developed working relationships. For their part, the colleges would benefit from much better appreciation of the effectiveness of their programmes through continuing contact with their graduates and experienced teachers. At present the colleges find this kind of essential feed-back information hard to acquire. Again, the college staffs would gain considerably from the chance to develop and refine their own educational ideas and practices through continuing contact with practising teachers. They would also gain added stimulation from these opportunities to work with mature teachers studying at more advanced levels.

We recommend:

4. *That the functions and resources of teachers colleges be extended to enable them to contribute substantially towards the further education of teachers.*

The foregoing suggestions are intended to indicate lines of development rather than highly specific proposals because we believe strongly that teachers themselves should be involved in planning courses for their continuing education. We support the recommendation of the James Report that any scheme should be flexible besides being as systematic and comprehensive as possible. Thus existing types of provisions undertaken by inspectors, advisers, and the Curriculum Development Unit should be continued and expanded as a complement to the longer courses proposed. An extremely useful set of proposals regarding the development of continuing education for teachers is contained in the ACEP report, *The Continuing Education of Teachers* and it should be read in conjunction with our recommendations.

Proposed extensions of the functions of teachers colleges along the lines suggested makes it desirable to consider the nature and status of the qualifications they award. Before the introduction of 3-year courses the colleges awarded no qualifications at all. After 1 year of successful teaching their ex-students received from the Department of Education a Trained Teachers Certificate which combined the functions of a teaching qualification and a registration certificate. Since 1968 the colleges have awarded a Teachers College Diploma to students who successfully complete the 3-year course, and the Trained Teachers Certificate, issued by the Department of Education after a satisfactory first year of teaching, remains as the current form of registration document. For university graduates or those with the equivalent of two-thirds of a degree, a Diploma in Teaching is issued in place of the Trained Teachers Certificate as a registration document. It is indicative of the still somewhat indeterminate place of teachers colleges within the field of tertiary education that after 5 years there are still remarkably few instances where their diplomas count for cross-crediting towards other qualifications. Nor can the colleges teach towards any higher qualification which they can award in their own right. It seems to the working party that development of a satisfactory system of cross-crediting for gaining higher qualifications is a necessary condition before teachers would wish to undertake substantial additional study courses. One method of dealing with this problem is suggested in the ACEP report on *The Continuing Education of Teachers*. It recommends that the Teachers College Diploma be redesignated Diploma in Teaching and that through varying types of continuing education it should be possible to gain sufficient credits to convert the diploma to a degree or advanced diploma. Some such arrangement is clearly necessary as a means of enabling teachers to improve their qualifications. And if teachers colleges are to contribute in the manner suggested, then their courses must be accepted for full-credit for this purpose.

A similar need for cross-crediting of their teacher education courses for credit towards a recognised teaching qualification is faced by the technical institute training unit.

The working party therefore recommends:

5. *That means be developed to enable teachers to gain credit towards higher qualifications through a variety of continuing education courses.*

It is not our intention to discuss the recruitment of teachers in any detail. We are pleased to note that the quality and qualifications of applicants for teaching appear to be steadily rising. However, one particular aspect of recruitment has been represented to us from several sources. This concerns the frequently unsettled frame of mind of a proportion of school-leaver entrants, some of whom fail to complete their preparation for teaching. Some of the reasons advanced for this unsettled state include a desire for experience of the world beyond the school, changing social conditions, and a desire to escape from the supervision of school life and make independent tests of their capacities. From a different standpoint, some maintain that lack of experience of the work-a-day world is a distinct handicap for teachers in dealing with parents and advising children, especially regarding vocational choices. Although we do not wish to over-emphasise this factor, we consider that it merits careful consideration. It raises questions about whether it would not be desirable for as many teachers as possible to have at least a year's break between leaving school and commencing teacher preparation, preferably spent in working at some alternative occupation.

In discussing the contributions of teachers colleges to the improvement of learning and teaching it is necessary to consider the resources available to them. Modern teaching approaches aim to help people develop their capacities for understanding, independent thinking, solving problems, and forming responsible attitudes. Thus the preparation of teachers must be of a kind that enables them to develop these capacities for themselves while studying how their development may best be encouraged in those they will teach. These results cannot be achieved through an apprentice-type copying of skills and techniques. To achieve them in the colleges it is essential to have sufficient staff to permit them to work with students in groups small enough to give each student a chance to discuss and evaluate his own developing ideas about educational aims, organisation, and practices. Because we are persuaded that this work of helping teachers gain real competence in the use of modern methods is complex and demanding, we consider that measures should be taken to ensure that the staffing of the colleges is sufficient for its achievement. It is significant that the 1962 Commission on Education recommended an immediate improvement of the staffing ratio to 1 lecturer to 15 students, and as soon as teacher supply permitted, a further improvement of 1:12. The teachers college principals have recently recommended that a ratio of 1:12 is essential to at least meet present requirements and it is apparent that the present ratio of 1:16.5 is inadequate to meet present demands. There is also a serious lack of ancillary staff who could enable lecturers to spend more time working with students by relieving them of much of their routine work.

The working party recommends:

6. *That the staffing and resources of teachers colleges be strengthened to enable them to effectively meet the demands of modern teacher education at both pre-service and continuing education levels.*

The need for developing teachers centres or resource centres has been raised in several reports on the continuing education of teachers and is mentioned in our report in chapters 11 and 14, dealing with the curriculum and learning resources. If the intention is to provide samples of up-to-date teaching materials, books, methods, and resources, then the working party agrees that teachers colleges could well be encouraged to serve as resource centres of this type. The colleges have expressed a clear desire to serve as centres of professional support and stimulation for all teachers in their regions. However, in larger cities and in areas where there are no teachers colleges, other forms of teacher resource centres would be required. These should serve as the main focus of professional activity for their region by providing facilities for meetings and courses, as well as serving as resource centres for teachers.

There are increasing demands for tuition in the principles and techniques of teaching for people who, though not qualified teachers, find that their work or form of social service involves them in training, instructing, or leading others. These people may be grouped in a number of categories. One group includes such people as dental nurses, district health nurses, traffic and police officers, and evening class tutors. Another group consists of private teachers of music, dancing, speech, and a variety of coaches and sports trainers. A third group comes from a wide range of professional, business, and industrial fields. The contribution to education in its widest sense made by all these and many other people is of real significance. A fuller treatment of the teacher education needs of people with these responsibilities has been developed in a recent ACEP report, *The Future Role of Teachers Colleges*, which should be read in conjunction with this chapter. It seems a logical extension of their present functions for teachers colleges to become more involved in contributing towards meeting this need, but they would need to be provided with the necessary resources. Teaching teachers how to teach is a prime function of the colleges and whenever possible it is desirable that they be encouraged and enabled to offer courses for those members of the community who need some degree of training to teach others.

The working party therefore recommends:

7. *That wherever appropriate, teachers colleges be encouraged and serviced to provide courses in teaching techniques for people with part-time teaching responsibilities.*

The preparation of pre-school teachers has been fully covered in the 1971 *Report of the Committee of Inquiry into Pre-school Education.* In general terms the report of the committee of inquiry recommends that these teachers be trained in primary teachers colleges under the same conditions as for primary school teachers. We agree in general with the recommendations of this report but explore the matter of training for early-childhood education in more detail in chapter 5.

The need for teachers colleges to have adequate resources for research was stressed in a number of submissions. The working party strongly supports this proposal for several reasons. First, it is particularly important that teacher education institutions should be able to develop effective means for evaluating the degree to which their programmes of teacher preparation meet the needs of the schools and the teachers. Second, it is important that teachers college staffs should have the professional and material resources to try out and evaluate a variety of teaching approaches. Third, there are many aspects of teaching in need of careful investigation as a basis for its improvement that college staffs are well equipped to identify and research. Fourth, there appears to be some evidence that teachers actively engaged in research tend to be more stimulating and vital in their teaching. The colleges have welcomed the recent introduction by the Department of Education of a small-scale provision for research.

The working party commends this move and recommends:

8. *That teachers colleges be provided with sufficient resources for research to enable them to evaluate their programmes effectively and explore new learning and teaching approaches.*

Relations of Teachers Colleges With Other Tertiary Institutions

There is a growing recognition of the need to raise teachers' qualifications to the equivalent of graduate level because the increasing complexity of teaching requires it. As previously explained, it is necessary to enable teachers to build upon their basic qualifications through continuing education courses to become graduates. Since 1905 New Zealand teachers have been able to take university courses concurrently with teachers college courses. Within that general framework of arrangements it is appropriate to acknowledge the very significant contributions to teacher education made particularly by university departments of education, but also by many other university subject departments. In recent years closer relationships between local universities and colleges in some areas have led to some degree of cross-crediting of teachers college courses towards credit for degrees. If the more extensive range of cross-crediting provision now needed is to be achieved, then the working party agrees with the ACEP report, *The Future Role of Teachers Colleges*, that this will require even closer relations between universities and teachers colleges in future. We also agree with the recommendation in the report that both types of institution be encouraged to develop forms of cross-crediting arrangements best suited to local conditions. Where technical institutes offer the most suitable types of course for a particular purpose, then they should be invited to negotiate cross-crediting arrangements. The main objective is to ensure the provision of means by which teachers may up-grade their qualifications. The working party fully realises the need for a variety of cross-crediting and co-operative teaching arrangements to promote the achievement of this result. Local conditions will influence the kinds of relationships that can be developed between the teachers colleges, universities, and technical institutes in particular areas. We are particularly concerned that local initiatives be encouraged to develop a variety of arrangements. We support the ideas outlined in the recent ACEP report, *Teacher Education in the Universities*, and urge the greatest possible degree of co-operation in the interests of better preparing of teachers for their work.

The working party recommends:

9. *That as a means of further improving teacher education, teachers colleges and other tertiary institutions be strongly encouraged to develop such forms of co-operation as are appropriate for local conditions.*

Tertiary Level Teacher Education

Traditionally teacher education has meant, in New Zealand as elsewhere, primary and secondary teacher training. The needs of our primary and secondary schools have dominated every committee which has examined teacher training from the establishment of the first primary training programme in Otago in 1875 to the recent reports of the Advisory Council on Educational Planning.

With the rapid growth of tertiary education this approach is no longer adequate. The need to improve the quality of learning and teaching at the tertiary level is being increasingly recognised by students' and teachers' organisations, and the working party believes that the concept of teacher education as a continuous, co-ordinated process should be applied in institutes, universities, and teachers colleges as well as in the schools.

The establishment of a tutor training unit at the Central Institute of Technology and of higher-education research and advisory units in several of the universities is only a first step. No programme has been introduced in any teachers college; the tutor training unit has to date only provided pre-service training; and the staffing of the university advisory units is minimal. All tertiary institutions should be encouraged to undertake the kind of internal staff-training programmes which the working party proposes for schools. The kind of programme needed would range from orientation-type courses for newly-appointed staff to assistance for senior teaching and administrative staff. For example, help in the identification and consideration of the institution's overall aims and the specific objectives of individual departments and courses; development of assessment skills; and the use of teaching aids.

Valuable information on the development of such institution-based programmes is available as a result of the experiences of a number of Australian universities over the past decade. The experience of the six Australian Centres for Higher Education Research and Development suggests that such internal units have value as "change agents". It also suggests that because staff resources in this new field are extremely limited there is a clear need for national level co-operation wherever possible, and for cross-fertilisation of ideas and experiences between institutions at the local level. We note, for example, the Monash Diploma of Higher Education which has been offered, as a matter of deliberate policy, to a mixture of teachers from colleges of advanced education, teachers colleges, and universities.

With respect to technical institutes in New Zealand the criteria used for appointment to teaching positions are significantly but understandably different from those of other sections of the education system. Essential requirements for almost every position are relevant vocational experience and an appropriate vocational qualification. As a consequence the average age of tutors when first appointed probably exceeds 30 years; qualifications held by tutors cover the whole spectrum from nothing (but experience), through trade and technician certificates, to membership of professional institutions, and university qualifications; and very few tutors hold a recognised teachers' certificate. It is apparent therefore that special provision must be made for the professional education of teachers in technical institutes.

The recent establishment of a central tutor training unit is an important development, but it cannot meet all the training needs of technical institute staff—including Technical Correspondence Institute tutors and part-time tutors. We therefore recommend:

10. (a) *That all untrained teachers appointed to a technical institute for the first time undertake a common training programme;*

(b) *That voluntary study programmes be introduced which provide an opportunity for full-time tutors to undertake studies leading to an appropriate teachers' qualification, and for part-time tutors to undertake studies which will enable them to perform their duties as teachers with greater confidence and effectiveness.*

We are aware that staff-training seminars have been organised over the years in some New Zealand universities, and that there are a number of substantial staff-training schemes in the United Kingdom. But we would like to draw attention to some recent developments in Britain which could well be studied in New Zealand. We note, for example, that the British University Grants Committee has set up an educational development subcommittee which will be responsible for the allocation of a substantial sum to applicants putting forward proposals for curriculum experimentation and the development of new teaching methods—particularly in the area of educational technology. We note, also, the recent appointment of a co-ordinator to the Committee of Vice-Chancellors and Principals established to promote the training of university teachers. This is a joint committee which includes representatives of the University Grants Committee, the Association of University Teachers, and the National Union of Students. While we are not, of course, suggesting that New Zealand universities should follow exactly the same pattern, it does seem to us that the time is ripe for a more concentrated effort on the part of the universities and the University Grants Committee to encourage (with the necessary financial backing) the development of more widespread training schemes, and innovation and experiment in teaching methods—including the provision and use of appropriate educational technology.

Overall we believe that if the aim of tertiary-level teacher-education programmes is not only to improve the techniques of the individual teacher, but to identify the teaching objectives of the particular institution and its specialist areas, then it will be essential to produce many more teachers with a training in higher education than is possible with the present limited resources of the already established or proposed teaching and research units.

We therefore recommend:

11. *That adequate programmes of continuing teacher training be developed for staff in all tertiary institutions.*
12. *That universities, technical institutes, and teachers colleges explore the possibilities of co-operation both at national and local levels in setting up training programmes.*
13. *That the University Grants Committee consider the setting up of a joint committee similar in function to the educational development committee established by the University Grants Committee in Britain.*

Chapter 9 VOCATIONAL EDUCATION

Vocational education is a major part of the total pattern of lifelong education. The traditional distinctions between vocational and non-vocational education are no longer appropriate in a modern society where the educational needs of an individual give rise to the development of an increasing area of overlap. The time is opportune for all forms of education to be accepted as integral parts of the education system—a system which should be open and flexible, without rigid distinctions between the various forms of education. The report of the UNESCO Committee on Lifelong Education, which was discussed in chapter 4, stressed the necessity for vocational and non-vocational education to receive equal emphasis within the total pattern of lifelong education and highlighted several major areas of concern in vocational education. It also stressed the need for people to receive continual training throughout their working lives. Changes in society and industry cause knowledge and skills to become obsolescent. Professional people, administrators, technicians, tradesmen, and workers alike must now accept the notion of training and more training throughout their working lives so that they are equipped to deal with changes in their role in the workplace.

A development of particular significance in the broader field of vocational education was the passing of the Vocational Training Act in 1968 which provided for the establishment of the Vocational Training Council to advise Government, State departments, industry, commerce, agriculture, social welfare, and other interested organisations on all aspects of vocational training. The council has stressed the need for each industry to identify its own training needs and has encouraged the establishment of voluntary industrial and commercial training boards to develop and co-ordinate systematised training for all levels of personnel within their industries. There are now 25 industry training boards (at the time of writing).

A related development has been in the field of manpower planning. The Department of Labour has established a manpower planning unit and the New Zealand Council for Educational Research is expanding its research activities into this area; both are aware of the difficulties in forecasting the supply and demand for professional and other manpower—difficulties which were highlighted by the Education, Training, and Research Committee of the National Development Conference. The working party welcomes these developments and stresses the need for adequate research into manpower trends taking full account, where possible, of probable major changes in technology and national policies, in order to ensure the effective utilisation of human resources and to allow for the planning of educational programmes accordingly.

If schools are to equip their students to adapt to and cope with the working environment and life of society, greater co-ordination between what is learnt in the classroom and what takes place outside is necessary. The success of vocational education and training is clearly influenced by an individual's previous educational, family, and community experience. While all students should receive a broad general education which gives them a reasonable standard of competency in the basic skills, they should also be given a realistic understanding of all aspects of life which they may reasonably be expected to encounter; develop such attitudes and values as allow them to approach their adult life seeking satisfaction in work and leisure; and be able to accept and meet changing conditions in the workplace and outside.

Secondary school curricula, particularly social studies, English, mathematics, and science have been substantially broadened; liberal studies is a welcome addition, but there is still a need for studies which are clearly relevant to contemporary industry and society. Every New Zealander comes into contact with, and should have a reasonable knowledge of: the business world, Government, State departments and local authorities, the trade union movement, and more recently the consumer movement. These and other very real and essential aspects affecting community and family life should not be overshadowed by the more dramatic themes of the day.

Training of Vocational Training Personnel

As emphasised in chapter 4 (Continuing Education), we are seriously concerned about the absence of any widespread training for persons working in the field of continuing education, both vocational and non-vocational. The Vocational Training Council, the Central Institute of Technology, and the Industrial Training Service of the Department of Labour are now developing training programmes for vocational training personnel, but for many currently working in this field, training is still essentially a process of self-education.

The education of adult learners is a specialised task; continuing vocational education is rapidly expanding but the lack of systematic comprehensive training programmes hinders improvement of vocational training, prevents professional standards being achieved, and fails to utilise the cross-fertilisation which co-ordination would permit. Adequate provision of suitable widespread training for vocational training personnel and other adult educators is now a matter of urgency, and while welcoming current developments, we recommend:

1. *That there be immediate implementation of recommendation 6 (a) of the report on Lifelong Education, namely: That the Department of Education be asked to convene meetings with the National Council of Adult Education and the Vocational Training Council to foster further experimental programmes for adult teachers and trainers in co-operation with other training institutions.*

Work Orientation

Happiness and success in adult life depend to a significant extent on a well-informed choice of a career or the broad field in which one wishes to work.

Orientation programmes, within the context of general education, which are designed to help each individual to discover his talent, to choose an occupation, to refine his talents and use them successfully should be introduced at all levels of secondary education, particularly as it is estimated that 80–90 percent of our working population will remain as urban-based wage and salary earners throughout their working lives. The programmes should aim to provide students with a realistic understanding of what may reasonably be expected in the workplace and should consciously avoid furthering the traditional tendency to categorise jobs into "those for men" and "those for women". Attention must be focussed on the potential of each individual, regardless of sex, in a way consistent with his or her talents and preferences.

The working party has given close consideration to the concept of work experience as a part of such programmes. Pre-vocational practical orientation, rather than practice, as exemplified in the Swedish pyro system has a proven record of success and we believe that a study of this and other successful programmes could result in the bypassing of some of the factors which inhibit the development of such programmes. Effective work experience helps pupils to measure their abilities and interests against the requirements of (usually) several job opportunities, and to develop a number of personal and social skills. Their careers education is thus improved, as is that of their teachers, who gain a clearer understanding of their pupils and of the standards and requirements of the economic sector. The introduction of individual pupils to particular forms of employment is not an objective of the programme, but in some cases subsequent offers of employment could be traced to contacts made through work experience.

One example of the effective use of work experience is provided by programmes for selected pupils from classes for backward children. These children have participated in a work-experience scheme as part of their school programme. The scheme is an extension of the classroom programme which provides vocational experiences for many pupils and assists them to gain satisfying and gainful permanent employment when they leave school. It provides a setting in which the pupils can experience social demands, acquire necessary work habits, determine their interests and aptitudes, and receive practical training in the world of work. It must, of course, be carefully integrated into the full teaching programme.

Industry should and does seek changes in the education system, but equally education has a right to expect changes in industry. Employers and trade unions must be prepared to make a major contribution to the development of the future working population through the provision of opportunities for work experience, and in changing traditional attitudes about men's and women's roles in the work force.

To enable the potential of work orientation programmes to be evaluated, and to provide for their implementation in appropriate situations, the working party recommends:

2. (a) *That experimental work orientation programmes be established at secondary level in differing socio-economic areas.*

(b) *That these programmes be evaluated after participants have chosen and taken up their careers.*

(c) *That the problems associated with providing work experience as a part of such programmes be fully investigated with a view to providing work experience for all those who would derive substantial benefit therefrom.*

(d) *Dependent upon the success of the experimental programmes, that all secondary schools be encouraged to develop and implement programmes of this nature.*

Vocational Guidance

As pointed out in chapter 17, we believe that the Vocational Guidance Service urgently needs upgrading to enable it to perform its function more effectively and offer its services to a greater number of people of all ages. To fulfil this role, officers of the service require an up-to-date knowledge and understanding of jobs available and must be capable of taking an informed and very realistic approach to the type of occupation suited to each individual client. Improved pre-service and in-service training is needed, together with provision for "time-out" practical experience in industry, commerce, and other areas which would allow vocational guidance officers to maintain a first hand and current knowledge of the working environment. The function and success of vocational guidance depends largely on employers' co-operation and assistance. Industry training boards, company training and personnel departments, and all other interested organisations have a responsibility to ensure that the guidance network is adequately supplied with current factual information about existing job opportunities—designed to facilitate informed choice rather than to attract by glossy advertising; and must develop closer working relationships with the various State guidance and employment agencies.

There is concern that the importance of vocational guidance counselling in the secondary schools is being submerged. Guidance counsellors and teachers within the new guidance network should ensure that sufficient attention is given to vocational guidance, along the lines suggested in the report *Guidance in Secondary Schools* which recommended:

> That all guidance teachers be trained in and have an overall responsibility for all aspects of guidance—educational, vocational, and personal/social.

The working party therefore recommends:

3. (a) *That improved pre-service and in-service training, together with provision for "time-out" experience in industry, commerce, and other fields, be provided for all vocational guidance personnel.*

   (b) *That increased emphasis be placed on strengthening the vocational guidance element of all guidance counsellors' work in order to ensure that current and future vocational guidance needs are adequately met.*

Basic Skills

There is no firm evidence to suggest that standards of literacy, numeracy, and oracy have fallen in recent years. However, we are aware that employers are very concerned about the lack of basic skills among many employees, particularly in occupations which once attracted well-qualified applicants, but are now forced to accept entrants with lower educational qualifications because of society's rising aspirations, coupled to an ever increasing range of new job opportunities. The tertiary system should not be expected to undertake substantial remedial programmes for students who, by apprenticeship or otherwise, are already committed to a given vocational course. Provision of a level of basic skills appropriate for the increasing demands of the world of today and tomorrow is properly the function of the schools, where adequate provision should be made both at primary and secondary levels to detect and overcome problems.

The working party considers that the current widespread concern about standards of basic skills warrants investigation, and recommends:

4. (a) *That the Curriculum Development Unit be asked to conduct an immediate and full investigation into the problem of students lacking the basic skills and the means by which these problems may be remedied.*

(b) *That, following this investigation, appropriate programmes to overcome any problems in the basic skills be developed and implemented throughout primary and secondary schools.*

Liaison between Industry and Education

For lifelong education to become a reality, much closer communication and co-operation between industry and educational agencies at all levels is necessary. We are aware that the Vocational Training Council has played a major role in the development of increased liaison between industry and the tertiary institutions. However, all educational experience plays a major role in the development of the individual. Industry and educational agencies at all levels should therefore develop a much broader system of continuing communication through:

(a) Regular seminars and conferences on aspects of education which are of major interest to both industry and education, for example, teaching methods, curriculum development, learning problems, the education of women and of ethnic minorities. Educational specialists in such fields as teaching methods and curriculum development could make a very valuable contribution to industrial training while industry's expertise in the human relations and personnel management field could assist leadership, staff, teachers, and guidance personnel in schools.

(b) Regular dissemination of information and ideas on such matters as new training techniques, teaching methods, learning problems, and other aspects of education between industry and education.

The working party sees the Vocational Training Council, which has been established with very broad terms of reference, as the appropriate body to stimulate and co-ordinate this increased liaison between industry and education, and recommends:

5. (a) *That the Vocational Training Council appoint a liaison officer responsible for developing and maintaining liaison between industry and educational agencies at all levels.*

(b) *That the Vocational Training Council through its liaison officer:*

(i) *Organise and promote seminars and conferences on aspects of education which are of major interest to industry and education.*

(ii) *Develop a comprehensive system of disseminating information and ideas of interest to both industry and education.*

(c) *That the Vocational Training Council be invited to nominate representatives as members of educational committees (such as that proposed in chapter 11, The Curriculum) where close links between industry and education would be beneficial.*

Research

Priority should be given to joint research into on-going educational problems affecting both industry and education. The New Zealand Council for Educational Research is currently undertaking work in this area, and the Vocational Training Council is responsible for "fostering research in vocational training generally or in any particular aspect or field of vocational training"*. Also such bodies as the Industrial Relations Centre at Victoria University maintain a close interest in this type of research. To further activity in this field, the working party recommends:

6. *That the New Zealand Council for Educational Research, the Vocational Training Council, and such bodies as the Industrial Relations Centre at Victoria University be asked to confer about establishing continuing and comprehensive research programmes in this field.*

Evaluation of Professional or Vocational Training Programmes and Teaching of Vocational Skills

Evaluation of training programmes is an essential function of all organisations involved in vocational training. There are, however, inadequate resources to provide the necessary evaluative and advisory services now required in this rapidly expanding field of education. As recommended in chapter 21, Planning and Financing Educational Research, the proposed standing committee on research and development should give early attention to the research, evaluation, and advisory services required through the whole field of tertiary education, and especially as these relate to the obligations of the technical institutes and industry training boards, and the Vocational Training Council.

The increasing complexity of all forms of vocational training places greater emphasis on competence in the basic skills taught in secondary schools. In our view the only vocational education given in the secondary system should form part of a general education and be available to all. Vocational education conducted through the technical institutes must continue to be accorded a high priority. It has developed under a social value system which has tended to see it as a "second-best" choice for the student who fails to gain entry to universities and teachers colleges. The assumption that the "bright" student should be discouraged from choosing a non-university environment for his further education is still too prevalent. In consequence, an oversupply of graduates is already leading to situations where the socio-economic expectations of the graduates do not coincide with job opportunities. Technical institutes now offer a wide range of courses, both professional and non-professional, and indications are that an increasing number of professional courses will be offered in the future. The guidance services have a responsibility to make students and parents aware of the many courses available through technical institutes, and of the job opportunities available following such training.

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* *Vocational Training Council Act*, 1968.

With the exception of the waterfront industry, there is little identifiable redundancy in New Zealand at present. But the rapid technological changes now taking place may have a very decisive effect on vocational education in the near future. Our tertiary system must have the freedom to develop a very broad range of vocational education not only for new workers, but for workers whose skills are in need of updating, or who face the problems associated with job change. Technical institutes will be called upon to provide the majority of these programmes, and the working party therefore recommends:

7. *That increased resources be made available to technical institutes to enable them to provide a wider range of vocational education to meet current and future needs.*

Trade and Technician Training

Trade and technician training were reviewed by the 1965 Commission of Inquiry into Vocational Education. It was this commission that recommended the establishment of the Vocational Training Council and the introduction of new legislation dealing with the conditions of employment of technician trainees. Other important recommendations made by the commission have been overshadowed by these two. Some of those which deserve further consideration are discussed here.

Apprenticeship and Trade Training

(a) *Selection of Apprentices*—Many employers have difficulty assessing the educational attainment of school leavers. Some attempt to solve the problem by arbitrarily adopting School Certificate as a convenient entry requirement. An increasing number are asking technical institutes to assist by testing each candidate's attainment in English and mathematics. These practices are indicative of a need for more appropriate and meaningful information regarding his educational achievement to be available to a school leaver wishing to enter into an apprenticeship contract. (See chapter 13: Assessment.)

(b) *Supervision of Training*—There is a need for better definition of the complementary roles played by employers and technical institutes with regard to the education and training of an apprentice. Technical institutes are guided by detailed syllabuses, but an employer's obligation is based on a rudimentary list of skills specified in the relevant apprenticeship order. It is suggested that industry training boards, in association with technical institutes, could assist employers by developing on-the-job training manuals. If approved by the appropriate New Zealand apprenticeship committee, such manuals would facilitate the keeping of adequate training records and would also provide a more satisfactory basis for the supervision of apprenticeship contracts by district apprenticeship committees.

(c) *Full-time Pre-apprenticeship Training*—Many European countries provide year-long full-time courses in a family of trades; these courses are followed by work experience and more specialised vocational education. The closest analogy in New Zealand would be the pre-apprenticeship scheme for rural Maoris, but the differences are significant. The comments made in the commission's report regarding basic training and trade training for adults lead to a scheme based on:

(a) If appropriate, training to be provided in a family of trades.
(b) Trainees to receive a technical institute-type bursary.
(c) Trainees to have access to N.Z. Trades Certification Board examinations.
(d) Trainees to receive a credit of time when entering into an apprenticeship contract after completion of the course.
(e) Course entry standard to be the entry requirement for the trade or trades concerned.
(f) Course to be of 1-year duration.
(Cf. technical institute secretarial courses.)

It is appreciated that adoption of such a scheme on anything more than an experimental basis requires a major shift in Government policy. Nevertheless, the proposal is considered to have sufficient merit to be justified as an experiment in vocational education and to be particularly appropriate if provided for one of the smaller trades.

Review of Apprenticeship and Trade Training

The working party welcomes the review of apprenticeship and trade training currently being undertaken by a committee set up under the Vocational Training Council and asks that this committee examine:

(a) The need for better definition of the entry requirements for each trade.
(b) The need for closer liaison between the Department of Labour and the New Zealand Trades Certification Board in order that local apprenticeship committees can readily review any apprentice's progress in the board's examinations.
(c) The desirability of assessing all apprentices in the practical skills of their trade. (Assessments of skill made during attendance at courses are suggested as a partial or even complete alternative to written examinations which are of doubtful validity for many trades.)
(d) The desirability of extending block course training in lieu of correspondence tuition for trades which are obliged to accept apprentices having a low standard of literacy and/or numeracy.
(e) The advantage of trade registration boards formally recognising appropriate technician training and experience as an alternative path to registration.
(f) The necessity for courses undertaken in an apprentice's own time to be compulsory.
(g) The fact that the present system of "ordering" apprentices to attend block courses is based on time served and not on educational achievement and, further, that any attempt by an institute to group students of similar attainment tends to be offset by deferments over which the institute has no control.
(h) The justification for an extension of the provision of technical institute bursaries on a pro rata basis to apprentices who attend voluntary block courses at the level of Trade Certificate or Advanced Trade Certificate.
(i) The suggestion that both technical institutes and examining boards could with advantage make greater use of the resources and professional expertise of the New Zealand Council for Educational Research.

Hostels for Technical Institutes

In 1965 the Commission of Inquiry into Vocational Education urged most strongly that the priorities relating to the provision of technical institute hostels be reviewed in order that all students be given equal priority. We note with regret that 8 years later planning for a hostel to accommodate apprentices has yet to commence, and that lack of suitable accommodation inhibits any extension of the pre-apprenticeship scheme for rural Maoris. To remedy this situation the working party recommends:

8. *That the building of hostels for technicians and apprentices be given equal priority with hostels for other types of students.*

Education for Management Responsibilities

Every individual who is responsible for the work of others, regardless of his position in the organisation, or the nature of the organisation, requires training in managerial skills so that he may effectively utilise human resources and meet the demands of his role in the workplace. This principle applies equally in education and industry, in the school principal's office, and on the factory floor.

Our notion of management has changed and will continue to change. Labour is seeking a greater role in management and while schemes for worker participation in management are still not widespread in New Zealand, all indications point to their increasing acceptance in industry. Management and labour alike need a much greater understanding of each other's roles and of the probable outcomes of changes likely to take place in the future. A similar situation exists in the inter-relationships between schools and their students, parents, and communities. Today, management skills are also needed in an increasingly wide variety of fields; in the teaching profession, for instance, management is becoming an important aspect of daily activities. New Zealand's current management education tends to be fragmented, and often bears little relation to the needs, resources, and constraints of our situation. Effective management practices are essential for the well-being of our working population and the productivity and efficiency of the economy as a whole. Both the public and private sectors must recognise the need to educate managers and trade unionists to undertake the work required of them.

Education of Women

The traditional tendency to categorise jobs in terms of sex is decreasing but is still a major factor inhibiting the opportunities and the potential contribution of women in the labour force. The passing of the Equal Pay Act 1972, and current moves to introduce legislation to prevent discrimination against women are major steps forward, but legislative provision alone cannot establish true equality of opportunity. Increased provision for training, better guidance facilities, changes in employers' attitudes and policies, and increased parent and community awareness of the need to change the expectations of men and women (particularly schoolboys and girls) about the role of working women are all further fundamental requirements. While the number of girls who undertake training on leaving school compares favourably with the number of boys, girls tend to prepare for a very limited range of occupations. Discussion of the role of the secondary school in influencing vocational choice is contained in chapter 7.

Many married women with family responsibilities wish to retain their skills or train for new occupations during their period out of work force, in anticipation of re-entry. The report *Women in Manufacturing Industry** suggested that apart from provision of part-time work, women could keep in touch with development through provision of "out-work" where feasible, invitation to regular "open days", publications, and the greater use of radio and television as a means of instruction and information. The working party supports this statement but would also highlight the need for industry training boards, technical institutes, the Technicians Certification Authority, and the Trades Certification Board to seek further positive means of providing flexible training for women in this category. The concurrent work experience requirements for technician and trade training programmes often mean that women are unable to undertake training in these occupations, and while the beneficial aspects of concurrent work experience are well recognised, the regulations do inhibit the effective employment of women in these major areas. Further attention should also be given to developing short courses of a terminal nature and making provision for cross-credits between these and 5-year courses and other programmes.

To facilitate the re-entry of women to the work force, the working party recommends:

9. *That industry training boards and technical institutes examine current training programmes with a view to providing greater flexibility and scope for the training of women.*

Currently there are no financial provisions, and in many cases no guarantee of employment following training, for women who undertake orientation or pre-employment training programmes. Women undertaking on-the-job training are paid, but many women, from lack of confidence, are reluctant to seek employment without attending orientation and pre-employment courses. It should also be noted that current orientation and pre-employment training is limited to traditional women's occupations. The Australian Department of Labour has recently instituted a financially assisted employment training scheme for women restricted from employment by domestic responsibilities; and the recent British report of a Labour Party Study Group in Britain on Discrimination Against Women recommended that special grants be made to firms training women for jobs outside the traditional range of women's work, and to firms providing refresher and retraining opportunities for women returning to the work force after marriage.

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*Report to the Manufacturing Development Council, 1973.

The working party considers that the question of financial assistance for married women wishing to undertake training, particularly in new occupations, should be closely examined and recommends:

10. *That the Vocational Training Council and the National Advisory Council on the Employment of Women examine the need for such provisions in New Zealand and make appropriate recommendations to the Government.*

Maori, other Polynesian, and other Ethnic Groups

Chapter 16 (Maori Education), highlights vocational education for the Maori people. However, New Zealand now has a large Island population (the recent publication *Polynesian and Pakeha in N.Z. Education** estimates that the 1971 Census figures for the Island population will be approximately 47,000), and a number of other major ethnic groups.

The Vocational Training Council has recently established a National Advisory Committee on Polynesian Employment and appointed a Polynesian advisory officer. These developments have laid the foundations for a proper overall study of vocational needs in this area, but the working party considers that the problems of *all* ethnic minorities in the labour force require examination to provide a sound basis for the establishing of comprehensive educational programmes designed to promote better working relationships and understanding between all races. Attention to Polynesian peoples alone is not enough.

Top management, personnel and training specialists, supervisors, trade union officers, and staff in industry and educational institutions suffer, to varying extents, from a lack of knowledge about the needs of the different races. Educational programmes which are specifically designed to promote greater understanding—and which should preferably be conducted in the workplace by trained people from all races concerned—are now needed in New Zealand. The working party therefore recommends:

11. *That the Vocational Training Council be asked to carry out an investigation into the problems and needs of all ethnic minorities in the labour force with a view to implementing appropriate educational programmes.*

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*Bray, D. H., and Hill, C. G. N. (Editors). *Polynesian and Pakeha in New Zealand Education, Volume 1: The Sharing of Cultures.* Auckland: Heinemann. 1973.

Chapter 10 CONTINUITY

One persistent theme that has been central to the discussions of the working party, whatever area of concern, has been the importance of provision for a continuous, integrated pattern of education. Continuity has received emphasis, whether in consideration of early-childhood education, primary-secondary transition, teacher education, school and vocational relationships, or school to tertiary education. It is part of the overall emphasis on continuing education, a concept which has implicit within it the notion that organised schooling should itself possess sequence and continuity.

The problems which arise from organisational and professional discontinuity were highlighted for us when we began to discuss the role of the intermediate school. We soon ran into difficulties which arose, not from considerations of curriculum or methods of teaching, but from conflicting claims about the appropriate "professional" placement of the intermediate school—as essentially primary or secondary in its orientation. As we studied this "grey" area between the two services it became increasingly evident that the existence and future development of the intermediate school raises fundamental questions concerning the validity of the primary-secondary dichotomy, and exposes the educational vulnerability of the distinction. But before examining the implications of this dichotomy more closely, we need to make a brief historical excursion to remind ourselves that the problem of continuity in the system is not new, and that its resolution has resisted the suggestions and recommendations of many committees and studies much more formidable than our own.

Discussion and debate on ways of achieving more continuity and co-ordination within the New Zealand pattern of schooling may be documented for at least a century. If anything, there is probably less controversy at present on certain aspects of this issue than at earlier times. Problems of co-ordination and unification have indeed figured prominently in the terms of reference for a steady succession of commissions of inquiry. These begin with the first commission set up within a year of the 1877 Act, a Royal Commission on University Education (1879), and proceed on to the Cohen Commission (1912); the Syllabus Revision Committee (1928); the Recess Education Committee (1930); and finally the Currie Commission (1962). The Currie Commission viewed the question of continuity and co-ordination as a matter of urgent importance and its report deals at length with questions of administrative unification, structural change, and curriculum co-ordination.

Efforts to improve administrative co-ordination have, however, met with little success. In passing, we might note that the Department of Education organised its first Conference as long ago as 1910 to consider "the broad questions . . . bearing upon the co-ordination of the several parts of the system". Beginning with Stout (1886), Hanan (1916), Atmore (1930), Fraser (1939), a variety of reports of proposals have also been placed before Parliament with the object of achieving greater co-ordination at the local or national levels. So far no Government has been bold enough to pass legislation to restructure the administrative system.

But it would be unfair to judge progress purely in terms of administrative advance; as a working party we are concerned with professional liaison among teachers, and especially with voluntary personal co-operation within the profession. While there will be general agreement that there is still scope for much improvement in the collaboration of teachers both between different levels of the system, and also within particular schools or institutions, we also acknowledge that a progressive movement towards better liaison has been taking place, especially in certain areas of curriculum planning and the preparation of teaching materials. We need to consider the nature and extent of this liaison as well as the "professional" problems which arise from the primary-secondary distinction.

Liaison, co-ordination, and continuity are very much a matter of relationships which exist in a local community between groups of neighbouring schools. It is important to recognise, then, that the realities of the situation vary widely and that the opportunities for voluntary professional or social activity among the teachers of small towns are very different from those available to teachers in the sprawling suburbs of the larger cities. Similarly, there are many differences between schools in tradition, status, and clientele, even though certain patterns are commonly recurrent. Such differences show up very clearly, for example, when one examines the variety of geographical and social environments within which contributing, intermediate, and secondary schools exist. In brief, quite straightforward facts such as enrolment patterns will often determine what is feasible in terms of collaboration over such things as curriculum planning, exchange of information about pupils, the sharing of textbooks, joint sports activity, or communications to parents. Discussions on improving co-ordination between schools frequently rest on generalisations and ignore the actual contexts of the schools concerned. More than a decade ago, J. E. Watson, in a national inquiry which attempted to examine these facts critically, concluded that in a third of the situations (where intermediate schools existed) co-operation was already about as close as one might reasonably expect, and in another third it was friendly and cordial if not so very active*. Any concerted effort, therefore, to improve liaison and collaboration in these districts, or in those other places where the atmosphere is apathetic, indifferent, or mildly hostile will require skilful leadership and administrative sensitivity.

The liaison we have been discussing is a liaison within the present administrative and professional structure, but we need to turn to the educational implications of the discontinuity which we have criticised. At the outset we should re-emphasise that it is not just a matter of primary-intermediate-secondary relationships; for example primary teachers need to take positive steps to learn more about early-childhood education so that children coming into primary schools will move into an environment which is closely related to that which they have experienced in their earlier years. There is at present little active liaison between primary teachers and those who work in the early-childhood area. These two groups have in the past trained in different institutions, methods of parental involvement have varied widely; and curricula have been largely uncoordinated. We realise that this is a complex and difficult question but with an increasing number of children receiving some form of early-childhood education it will be important to ensure that a further major discontinuity is not allowed to develop within our system. Secondary schools and tertiary institutions also need to improve the flow of information among themselves, and to accept some of the responsibility for seeing that the student's transitional experiences are understood and reasonably provided for.

But, undoubtedly, the major problem remains that of the division between primary and secondary schools. We know that there is no simple administrative solution as far as the control of schools is concerned, but believe that the problem is mainly professional and largely the product of particular historical circumstances which we cannot ignore but which should not continue to dominate us. We have made reference in the discussion on primary education to the "second-best" attitude towards primary schools which has been prevalent. We need also to recognise that secondary education developed, not as a response to the elementary educational needs of the many, but as a privilege for the few.

This concept of secondary education as a privilege has continued in the minds of some secondary educators and parents, who have as a result expected pupils to feel grateful. Expectations of gratitude

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*Watson, J. E. *Intermediate Schooling in New Zealand.* Wellington: New Zealand Council for Educational Research. 1964.

by teachers for services which in fact they are required to render have sometimes had unfortunate consequences. Some teachers have felt hurt, frustrated or annoyed when this gratitude has not been evident, and they have reacted in a variety of ways from outrage to disillusion. Pupils, too, have sometimes reacted badly to the idea that teachers were doing them a favour by teaching them.

With the advent of secondary education for all there was little alteration to the traditional structure of many secondary schools. Although there have been important curriculum developments schools have often been reluctant to implement change and often change that has occurred has resulted from pragmatic necessity rather than from considered intent. The urgent need to break out of the constraints of the traditional framework is already reflected in the much quoted *Education in Change**. We believe that these circumstances have resulted in inconsistencies which mark the organisation of New Zealand education today, and which promote unnecessary professional conflicts.

The "privilege" concept has in many subtle ways perpetuated aspects of so-called "academic" secondary schools which have often been no longer appropriate and which have in some instances been deleterious to pupils, staff, and the system. We have, for example, a marked persistence with subjects which were originally intended for entrance into the professions, and which are not necessarily appropriate to general education. This subject-oriented curriculum has encouraged the persistence of instructional techniques which depend upon the "gratitude/punishment" concept for their success. This subject preoccupation can also be seen as a form of training for professional élitism. "Other" subjects have been seen as academically inferior and the academic institution has been credited with superior status.

The disquiet of secondary school principals and staff at the obvious lack of fit between their contemporary intake of pupils and a patched-up system has resulted in a great deal of effort and good intention to remedy the situation: curriculum development has been seen as a particularly significant area for improvement; guidance has been stressed; re-organisation of class structure has been attempted; and teacher education has been expected to do miracles. What must be now recognised is that the arbitrary divisions of primary and secondary are not only no longer organisationally necessary; they are educationally restrictive, and even distorting. As has been pointed out elsewhere in our report there is a very wide range of individual differences in any one age group. This has a bearing on teaching styles and content; for example, if there is such a thing as a traditional "secondary" approach to subject matter and its method of presentation, as handled by a well-qualified "subject" specialist, then there are some pupils of 10, 11, and 12 years of age who would benefit from such an approach. By the same token there are some pupils of 13, 14, and 15 who would benefit from the traditional primary approach to subject integration and teaching technique. The distinction between the two modes of approach is so artificial in the face of the range of individual differences in ability, interest, and experience that it is no longer justifiable.

**Education in Change:* Report of the Curriculum Review Group. New Zealand Post-primary Teachers' Association. Auckland: Longman, Paul. 1969.

The Intermediate School

One major implication of all that we have been saying is that there is a need for flexibility in school organisation, in teacher usage, and in the education of teachers. As far as school organisation is concerned, we have already recommended experimental variations in our discussion of secondary education (chapter 7), but we come back to the intermediate school as an issue of particular importance. If we can stand aside from any professional allegiance which we might have to primary or secondary education, and take a dispassionate view of the strongly defensive stance adopted by the primary apologists whenever intermediate schools are criticised, along with the equally strong assertions of secondary apologists that the intermediate years are properly a part of secondary schooling —we can hardly avoid the conclusion that the whole tedious and sometimes acrimonious debate is, in some respects, an artifact of professional separatism which has very little relationship to the needs and characteristics of individual learners.

By introducing this illustration we are not suggesting that intermediate schools have not brought about a greater degree of coordination in the system. Indeed, one of the principal reasons for the structural modification begun 50 years ago by introducing such schools was to achieve greater continuity. While we may have reservations about the extent to which the full advantages of this reorganisation have yet been realised there is ample evidence to show that intermediate schools have generally facilitated this objective. Moreover, because of the added advantages of consolidation they have also generally achieved considerable success in providing a broader, better-balanced curriculum for the age group they serve, more effective use of facilities, and fuller use of the talents and qualifications of the teachers available to them; and many have also initiated programmes of community involvement. To further the improvements brought about by this structural reform, the Commission on Education in 1962 recommended that intermediate schools be renamed junior high schools, that secondary education for all pupils should begin at Form 1, that the staffing of the renamed intermediate schools be calculated on the number of weekly teaching half days (as in the secondary regulations), that teachers in these schools have access to both the primary and secondary inspectorate, and that district superintendents should promote joint committees at the local level to further junior high school and secondary co-operation.

In fact, the commission made no fewer than 20 recommendations on this subject, all aimed at improving co-ordination and continuity between the primary and secondary levels of the system by extending the junior high school or intermediate school reorganisation as rapidly as possible. These recommendations follow on directly (and reflected very significantly) the structural and curricular reforms begun during the 1920s. They are also consistent with the recommendations which emerged from Watson's study of intermediate schooling.

That such firm recommendations have not yet been implemented is perhaps a further reflection of the administrative and professional discontinuity which still exists between the primary and secondary services. We believe an adequate appreciation of the potential of this and other alternatives for restructuring the organisation of the school system at this time will not be achieved until the larger issue has been resolved, namely the creation of a unified teaching profession along with a single inspectorate and an administrative structure which eliminates rather than reinforces separateness.

The Teaching Profession

As far as flexibility in teacher deployment is concerned—in particular, the movement of teachers between levels of schooling—we have a history of a largely one-way movement of primary-trained teachers into the secondary service. Frequently this move has occurred after the teacher has gained a post teacher-training university qualification, and it may well be that many such teachers' original ambitions were to teach at a secondary level. It is difficult to determine whether this influx of primary-trained teachers has had much, if any, effect on teaching and organisational approaches in the secondary system. The reverse flow is much less frequent; there exist much more difficult administrative barriers limiting the easy access of the secondary-trained teacher to the primary system. For example, the revision of Manual and Technical Regulations has affected promotional opportunities for specialists in the intermediate area.

That the flow is one-way is cause for concern, particularly as the necessity to retain a balance of male teachers in the primary schools is likely to be compromised (in 1972, 63 percent of primary teachers were women). But also, there are many teachers in the secondary service who could make a strong contribution to primary education. One factor in this one-way movement is the salary differential: extra salary is a strong attraction to a teacher who is bringing up a young family. This is not limited, however, to the young teacher; it is reflected in principals' salaries as well. However, at the point of recruitment, there are encouraging signs that the primary service is attracting increasing numbers of applicants. Recruitment is buoyant and in the past 3 years entry to primary teachers training courses is increasingly competitive. More "uncommitted graduates" than hitherto appear to be taking up primary teaching as a career.

The working party notes with satisfaction the extent to which the professional organisations already co-operate and the present moves towards a more formal linkage. Nonetheless, despite these healthy signs, it appears to us that the first step in breaking down professional barriers is the creation of a common salary scale based on experience, relevant qualifications, and weight of responsibility. We think that lack of movement towards continuity may have stemmed in large part from teacher insecurity with all its dimensions of status, salary, or academic jealousy. It is essential, therefore, that as we urge that teachers and the education system as a whole should promote continuity, so we should also urge that teachers be given a common professional and organisational security which is based on criteria which apply to the profession as a whole. In spite of the complexity of this issue and the deep-seated administrative difficulties involved, we think we should declare our mind on the matter, and recommend accordingly:

1. *That there be a unified primary and secondary teaching service in New Zealand with common certification or registration, comparable conditions of service, and a single salary scale; and that differentials in salary, and appointment be related to experience, relevant qualifications, and weight of responsibility carried.*
2. *That this professional unification extend to all the supporting and advisory services, including the inspectorate.*
3. *That the two major professional teacher organisations, the New Zealand Educational Institute and the New Zealand Post-primary Teachers' Association, be requested to set up a joint committee to study ways and means of moving towards the establishment of a single professional organisation for teachers.*

The Education of Teachers

We have already dealt very fully with this topic in a previous chapter (3), but wish to highlight the particular aspects of teacher education which have a bearing on continuity. There is no real history of combined or integrated training of primary and secondary teachers in this country. Indeed, the history is largely one of a struggle for independence, culminating in the establishment of the Secondary Teachers College at Auckland and the Secondary Division at Christchurch. This history, has, however, been coloured by differences in modes of entry to primary and secondary teaching services. Certification has long been necessary in the primary area, whereas registration is not yet a reality in the secondary field. Consequently, the notion of teacher education for the secondary area is a comparatively novel one. The concept of integrated primary and secondary teacher education within a climate of professional unity, organisational freedom of teacher movement between services, or total curriculum planning has never been seriously canvassed in New Zealand. And yet it is within the field of teacher education that we would expect to find the most enlightened and forward-looking thinking on the whole problem of continuity. People in this field hold a key position and should be able to give a lead where others are constrained by professional allegiances.

Although the problem of continuity is clearly recognisable, it is certain that its solution is likely to be compounded of the many and variable factors evident throughout this whole report. It will not be achieved by any apparently simple organisational device alone. Putting schools on a single site, unifying directorates and inspectorates, or declaring teacher education to be a unified, integrated process may have little effect. But if there is one factor which is central to the whole issue, it is that of attitude. Attitudes can persist in spite of organisational change, in the face of curriculum innovation, and despite the statement of worthwhile educational aims. Change is most likely to occur when the change yields obvious benefits to the teacher as well as to the pupil. The benefits may be in terms of flexibility in employment; removal of a sense of isolation, frustration or mistrust; and ultimately in work satisfaction recognised by all in the profession.

PART C THE CONDITIONS AND OUTCOMES OF LEARNING: CURRICULUM, ASSESSMENT, AND RESOURCES

This part of the report could well have been called simply "The Curriculum", for in its widest sense it incorporates the materials, methods, and outcomes of learning. In chapter 11 we give an overview of current thinking about the curriculum which has relevance for learning and teaching at all levels of education. Moral education has been singled out for special comment as this appears to be an area of particular concern to many people: while assessment represents a crucial, but inadequately recognised part of learning and teaching. The chapter on buildings is relatively brief; many of the pressing problems are of an administrative nature and we have limited ourselves to certain aspects related directly to flexibility in learning and teaching.

Chapter 11 THE CURRICULUM

This chapter is different from most of the others in this report in that there is a considerable amount of descriptive and interpretative material, but few recommendations. Because the curriculum is at the very heart of learning and teaching we considered that it was necessary to attempt to portray its many facets and to illustrate the complexity of curriculum change.

Advances in learning and teaching will not come about merely through adopting the particular recommendations we have made. What is needed is an understanding of the nature of the curriculum in relation to the characteristics of the learners and requirements of the society in which they will mature as adults, and the type of school atmosphere and organisation within which the curriculum can fulfil the needs of developing learners. In this chapter we have tried to convey an orientation or attitude to the curriculum which may contribute to this understanding.

Aspects of the Curriculum

The curriculum encompasses all the planned learning experiences offered to a student under the guidance of an educational institution; it includes all the activities a teacher designs for each student according to his abilities, interests, needs, experience, attitudes, and stage of development. However, although these experiences are planned to achieve certain objectives, students learn things other than those intended for them. They learn also from their fellow students, by talking to them, observing their behaviour to each other or to the staff; they learn from the way staff behave among themselves or to the students, and from the way the school is organised and administered. According to the extent to which these learnings can be planned and controlled they are part of the school curriculum.

This rather broad definition of curriculum does not imply that a school or other educational institution is necessarily a powerful factor or even the most powerful factor in a student's education. Students learn from a variety of experiences; from almost everything that they do or from the things which happen to them. The school is only one influence on a student's education; for example, a primary school child is in contact with school for some 1,200 hours only each year, or about 14 percent of his total year. Parents, brothers and sisters, friends, sporting associates, church, television, radio, films, newspapers, comics, books, and his particular cultural environment together play a very large part in a student's education. Parents, teachers, and others need to have a realistic appreciation of both the extent and limitations of a school's influence: some groups in the community ask far too much of schools when they expect them to change the values of society, solve social problems, cure social ills, or counteract an antagonistic or apathetic home environment.

A useful and slightly more expanded definition of the curriculum has been provided by C. E. Beeby:

> A curriculum, as I see it, covers four things. It covers first of all either a statement, or an assumption, of the aims of one's schooling, of the kind of youngsters and the kind of adults one is trying to produce. Secondly, it contains a statement of content of what children are to learn and experience and the amount of choice they will have within that content. It contains, thirdly, a statement of the method or methods that are most likely to achieve these aims. How specific this statement is will depend in large part upon the level of education and training of the teachers concerned. With well-educated and thoroughly trained teachers, the most broad and general suggestions as to methods may suffice, but with less intellectually sophisticated teachers it is often necessary to be much more detailed and specific. Fourthly, the curriculum must contain a statement of how the work of the schools is to be evaluated. Inappropriate methods of examination or instruction can ruin any curriculum*.

These four aspects of the curriculum provide points of reference for commenting on the situation in New Zealand and suggesting directions of change.

(a) *Objectives*—Any curriculum includes objectives (even if implicitly), but these objectives vary with tradition, with social and economic circumstances, and with the different views that are held of the nature of society, the nature of knowledge, and the characteristics of the learners. The different emphases that are placed on these have far-reaching implications for the curriculum.

At present there are no nationally stated aims for New Zealand education, although the Working Party on Aims and Objectives suggests that schools should provide an education "which extends the individual's capacity to learn, relate, choose, create, communicate, challenge, and respond to challenge so that he may live effectively in the community of today and tomorrow and achieve satisfaction in the process".

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*Beeby, C. E. Curriculum Planning. In Howson, A. G. (ed.), *Developing a New Curriculum*. London: Heinemann. 1970.

But a general statement such as this, while it provides criteria for evaluating the curriculum, must be translated into syllabuses and (if necessary) into examination prescriptions for the guidance of teachers. At present, all national syllabuses require the approval of the Minister of Education, although they all permit considerable freedom for teachers to devise courses suited to their individual situations. As far as examination prescriptions are concerned these dominate fifth-, sixth-, and seventh-form courses and cast their shadow over much of the third- and fourth-form programme. As external examinations exert less influence in the future, the flexibility inherent in syllabuses may become more evident in practice.

The working party believes that what are needed in the curriculum area are broad national guidelines which would perform a function similar to that fulfilled by the present syllabuses and examination prescriptions. These guidelines would indicate both general aims and more particular goals, together with suggested teaching methods and specimen units for teachers, which would allow considerable freedom in planning and implementing appropriate programmes. National guidelines of this type would help teachers and schools to develop coherent structured programmes, the planned continuity of which would safeguard the sequential learning of pupils who transfer from one school to another. They would also provide a basis for the development of resource materials and back-up services. Without these the domination of the text book might well replace the structure of the syllabus or examination prescription.

One implication of this approach is that policies should be directed towards giving greater assistance to schools, and especially towards helping teachers to use their professional skills to develop curricula for their schools within the framework of national guidelines. As has already been pointed out in many places in this report, we see the need for schools to accept more responsibility as co-operative professional units. This is nowhere more necessary than in the co-ordinated development within the school of a curriculum programme.

We therefore recommend:

1. *That further development of school-based curricula within broad national guidelines be encouraged and supported; and that mechanisms for broadly-based staff consultation and co-operative planning within the school and between the school and local advisory services be strengthened.*

Another implication is that the development of national guidelines should reflect discussion and consultation between all interested parties. At the present time a curriculum liaison committee consisting of teachers, members of the Curriculum Development Unit and other appropriate members of the Department of Education meets informally twice a year to exchange views on matters affecting the continuity and co-ordination of curriculum development. But because curriculum development is of interest to a wider range of groups the working party recommends:

2. *That a liaison and consultative committee containing wider representation from the various broad groups (including employers) interested in the curriculum in schools be established in association with the Curriculum Development Unit.*

The working party further recommends:

3. *That once this liaison committee has been established, and gains in experience, it consider the desirability of recommending the establishment of an advisory committee which would take over its own and other functions regarding curriculum development.*

(b) *Content*—When a school has decided what it is trying to do then it devises a teaching programme to achieve these aims. The nature of this programme depends on the previous decisions that were made about the purpose of education, what knowledge is to be taught and the way in which the individual students can best learn it. The problem then is to find a way of planning the programme so that there is a logical organisation of knowledge and learning experiences. The type of organisation chosen for the curriculum plays an important part in determining how learning proceeds. Important considerations are:

- Sequence of content and learning situations which are appropriate to each student's level of cognitive development;
- Continuity, so that learning is continuous and cumulative with each stage developing from the previous one;
- Integration, so that students can relate learnings to each other and to their experience.

This represents the ideal situation, but in practice the content of the curriculum tends to be more formalised than this organisation would suggest. At present this content is listed in varying amounts of detail in syllabuses and examination prescriptions. It is divided into subjects based on established disciplines which have gradually changed and widened over the years in response to social pressures and the growth of knowledge. Primary syllabuses and regulations, together with secondary instruction regulations, have endeavoured to ensure that each student at school follows a varied and balanced course providing a full general education necessary for his individual, social, and cultural development. But on the whole the curriculum is still organised in terms of subjects and learning tends to progress in each subject independently of the others, except in so far as basic literacy and numeracy affect all other subjects.

The curriculum reforms of the past 20 years in New Zealand have tended to reinforce the division of school knowledge into subjects, but at the same time emphasis has been shifting from teachers teaching subjects to pupils learning about living. Consequently the choice of knowledge has to be related more to pupil perceptions, to ways of thinking and learning, to methods of analysing information and solving problems about their own lives, and to an understanding of their relationships with other people and the world around them. The technical difficulty of implementing this "learner centred" approach to the curriculum is often underestimated, and it is doubtful whether it is generally recognised how much skill is required to adapt programmes to individual capacities and experience yet, at the same time, to plan for sequence, continuity, and integration. It is a skill which calls for a thorough understanding of the subject in its relationship to other areas of the curriculum, and of the principles and methods of learning and teaching that are most appropriate.

(c) *Methods*—It has been said that New Zealand schools are museums of teaching theory which contain specimens of every conceivable dogma, past and present, of teaching procedure: faculties being strengthened through mental discipline; practice developing prompt responses to given stimuli; personalities being provided with a favourable environment in which to grow and unfold; and students being helped to discover ideas, reorganise their perceptions, construct relationships, and gain insights. This probably contains some truth in so far as there are different ways of teaching or learning a particular process or idea, depending upon the student, the teacher, and the circumstances. Different teaching and learning styles are appropriate for different selections of curriculum content, contributing to the achievement of different goals, and encountered by different groups of students in different schools. New Zealand teachers are educated in principles of learning and techniques of teaching at teachers colleges, have practical teaching experience during training, are helped by colleagues, heads of departments, principals, advisers, and inspectors in their early teaching years, and attend in-service training courses at which teaching methods are stressed. This may appear to be quite adequate as a preparation for teaching, but as society and the curriculum change, teachers need even greater opportunities for continued education. "The essence of curricula review and development is new thinking by the teachers themselves, as well as their appraisal of the thinking of others. This means that they should have regular opportunities to meet together and that they should look upon the initiation of thought, as well as the trial and assessment of new ideas and procedures drawn from other sources, as an integral part of their professional service to society"*.

The document from which this quotation is taken is entitled *Practical Support for Curriculum Change,* and it is this matter of practical support which cannot be emphasised too much and which we take up in many parts of this report: the establishment of teachers centres can provide some of this support. Such centres in England and Scotland focus local interest, provide a setting for professional discussion and education, and enable innovative ideas to be evaluated, adapted, and spread more widely. They serve as a centre for local working parties of national or regional curriculum projects or for trials of resources and methods developed elsewhere. Teachers not directly involved in these activities are kept informed of them and of experiments or developments elsewhere. The teachers centres are also used to inform and involve groups of parents. We believe that such centres are essential for New Zealand teachers if they are to meet the demanding requirements of new curricula and develop the skills to implement them, and we make recommendations accordingly in a later section of this report and also in the chapter on learning resources.

(d) *Evaluation*—When curriculum change is planned, is being implemented, or is complete it is inevitable that questions will arise: Will it work? How is it going? Was it successful? Evaluation is a complex process which not only involves comparing outcomes with intention during and after the change, but is also essential at the beginning when the objectives of the new curriculum are being established. Value judgments are made then about whether these objectives are appropriate, relevant, worth while, and whether they can be achieved. Later as more objective evidence becomes available these questions need to be asked again. Schools have received their tasks from society and so are accountable for their trusteeship of students.

Evaluation includes methods of determining educational outcomes by obtaining data on student behaviour—for example, assignments, classroom behaviour, tests, and examinations—but goes well beyond them to a comparison of actual with intended outcomes, including judgments and decisions about all aspects of the curriculum: the objectives, the content and teaching methods, the organisation of the curriculum, and the methods of assessment. In evaluating a curriculum process it may well be decided that the aims are unattainable, that the subject matter should be selected

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*The Schools Council, *Practical Support for Curriculum Change, The Young School Leaver.* London: Her Majesty's Stationery Office. 1968.

in a different way, or that the assessment methods were inappropriate. If students perform poorly on a test or examination this does not necessarily mean that the teaching has failed. Possibly the test was not valid in that it did not measure the objectives of the curriculum or distorted the balance among them, possibly it was too hard or was marked to too high a standard, or possibly it was ambiguous or not enough time was allowed. Evaluation includes judgments about the measurement procedures as well as using the data from these instruments to make decisions about the success of the curriculum and the progress of the students in achieving the objectives.

Evaluation is aimed at improving the curriculum and should be a continuous process present at every stage of curriculum development. As each section is implemented it should come under scrutiny and as it is completed it should be reviewed so that the programme can be adapted. It may be necessary to change a course to suit the capacities and experience of the teachers, to provide introductory studies to remedy discovered deficiencies in student knowledge, to prevent wastage of teacher time and energy, or to save money. This continuous review should be comprehensive, covering all the objectives and aspects of the curriculum, and should be consistent with the balance and organisational principle of the curriculum. Unless there is provision for continuous modification the innovation will become anachronistic.

Evaluation is an essential and continuous part of the curriculum development process. Those involved in the change should also be involved in the evaluation. It is unjust to pupils, parents, and teachers to wait for the change to be completed and then attempt to evaluate it. If this were done the new mathematics curriculum might not be evaluated until the end of 1977 at the earliest when the first pupils complete the entire programme. Neither teachers nor administrators are prepared to wait this long to correct faults, improve methods, or revise content—and the School Certificate mathematics prescription has been reviewed and adapted three times since 1965. Because of the complexity of the process, the difficulty of controlling the variables involved and the inevitable difference in objectives, curriculum development as a whole does not lend itself to controlled experiment on a new versus old basis.

Not only do administrators and principals need to be kept aware of the effectiveness of the curriculum and teachers informed of the progress they are making in achieving the specific aims of their course, but students want to know how they are doing so that they can redefine their goals, adapt their learning, and gain in self knowledge. Parents also are naturally interested in how their children are achieving and the extent to which the school is succeeding in bringing about desired changes in student behaviour. It is, of course, much harder to assess student progress in some areas, such as value formation and social maturity, than in others, but care should be taken to ensure that these areas are not neglected.

The procedures used to gather information for evaluation affect the type and level of teaching and learning, because teachers tend to stress what can be assessed, and students concentrate on what will be tested. As was mentioned earlier, public examinations tend to dominate the secondary school curriculum and assessment techniques are ruling rather than serving the curriculum. If curriculum change is implemented with a considerable degree of local freedom and teachers or schools devleop their own emphases on various objectives, topics, processes, and learning styles to suit their pupils, then evaluation of student performance by external examination or standardised test becomes unsatisfactory. Teachers then need training in varied techniques of assessment and evaluation, and this, along with other points more directly related to national examinations, is taken up more directly in chapter 13: Assessment (particularly in recommendations 1 to 5).

We have dealt with this matter of evaluation at some length because we believe it to be one of the weakest aspects of curriculum development in New Zealand. It is not that the need is unrecognised, but that the whole concept of the curriculum as something imposed from outside is very difficult to change, and a corollary of this concept is that evaluation is regarded as largely the responsibility of back room experts, not of practitioners. Allied to this is the failure to appreciate that curriculum evaluation calls for experience and skills which must be developed and supported as a matter of conscious policy, and which also make further inroads upon that limited teacher resource—time. We make a recommendation concerning this in a later section.

Innovation

Curriculum innovation has, traditionally, been a very slow process: one American investigator* who studied the diffusion of a large number of new ideas in education in the 1950s found that there was a 50-year lag between a felt need and the appearance of an innovation to meet that need; a further period of 15 years before

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*Mort, P. Studies in Educational Innovation from the Institute of Administrative Research: An Overview. In Miles, M. B. (Editor) *Innovation in Education*. New York: Columbia University. 1964.

the innovation was adopted by 3 percent of the school systems; and then a rapid period of adoption, followed by a period of deceleration. However, in the last 20 years in New Zealand and overseas, the spread of innovation has been accelerated by the activities of formal curriculum organisations, such as the Curriculum Development Unit in New Zealand, the Schools Council in the United Kingdom, and the Association for Supervision and Curriculum Development in the United States. These in turn are the result of increasing awareness of the need to plan, integrate, and control innovation to meet the growing demand for education and to spend more money on improving education.

But curriculum change is not a simple matter, nor can it be evaluated without taking into account its several dimensions, for example, rate, scale, degree, continuity, planning, and direction. Some examples illustrate the point.

Rate

Activity was to be expected as a result of the setting up of the Curriculum Development Unit following the recommendations of the Currie Commission; there are even those who may argue that innovation has been occurring too fast for adequate assimilation. For example, since 1965 every mathematics syllabus or examination prescription from infants to form 7 has changed. Since 1967 almost all science syllabuses have been revised or redrafted. Concurrently, but more slowly, revisions have been occurring in social studies and English. Since 1965 audio-lingual approaches have been developed for teaching French, German, and Maori, and new Japanese syllabuses have been introduced.

Scale

In the past decade almost all aspects of school learning have been affected by innovation. This can mean a wide range of changes over several subjects for a primary school teacher or a more concentrated set of changes for a single-subject secondary school teacher. The actual extent of the change may not be as great as might be indicated by the changes in syllabuses, examination prescriptions, or the writings in educational journals. Many schools may be left largely or partly untouched, and may continue to teach the old material in the old way, or some limited new material in a new way. While it is difficult to obtain comprehensive objective information on actual school practice it appears that it has been easier to change subject matter than teaching style or curriculum organisation in New Zealand schools.

Degree

Curriculum change can range from fundamental to superficial. It is quite possible to mistake the appearance for the substance and adapt new materials to old ways that they were meant to replace. Science programmes intended to employ a "discovery" approach can be taught by lecturing, demonstration, and note-giving. Non-streaming can be introduced without any corresponding change in teaching methods or resources. However, change seldom means a completely new start in curriculum. Teachers have had a tendency to swing from one position to the extreme opposite position, rather than building on what was sound and adaptable in the old approaches and content. Advocates and critics have tended to assume exaggerated positions, for example, in PSSC physics, new mathematics, transformation geometry, and the present English revision. Teachers feel more secure if they are given time and opportunity to change steadily rather than abruptly, and both pupils and community accept the change more readily and find it less puzzling if the change is not too extensive or too abrupt.

Continuity

The majority of curriculum changes have evolved from previous practices in a continuous development. While pilot scheme mathematics introduced some revolutionary new material and methods it still contained a considerable proportion of traditional subject matter, and much of what was introduced was related to this. From 1965 to 1969 schools had to apply to the department to join the pilot scheme and their applications were approved only if it was felt that they had the staff willing and able to teach it. Consequently the growth was controlled, teachers at other schools saw new guide notes, textbooks, and examination papers, and attended refresher and in-service training courses. When teachers at a school felt confident and prepared enough to teach the new prescription they persuaded their principal to join the pilot scheme or, after 1969, progressively introduced new courses.

Educational change tends to be evolutionary, and while this can be unduly slow and frustrating at least it protects teachers from explosive changes which may follow a long period of inactivity, and which may be more far-reaching and disturbing than was originally intended.

Planning

The two extremes of curriculum development are, on the one hand national, planned, uniformly supported, deliberately-timed change, and on the other hand personal, intuitive change resulting from local needs. Most curriculum changes in New Zealand have run the gamut of the continuum, but it is not always the case that they have been adequately supported or analysed. In the case of national planning, support has not always been strong enough in the provision of resources (e.g., time, staff, space, books) or in the preparation of teachers to implement the change. And individual, local changes have not been capitalised upon through being analysed, shared, and adapted for wider trials.

While planning may sometimes appear to delay or constrict individual change, it is worth pointing to the opposite danger—that of change for the sake of change or as support for a reputation as an innovator. Continual or ill-considered change can be much worse than refusal to change.

Direction

Direction of curriculum change is linked with the idea of continuity. In a sense much of what is happening in education today not only has its roots in the past, but is a second or third cycle of growth. Non-streaming and non-grading characterised many rural or urban primary schools, district high schools, and optional courses in secondary schools in the past. Inquiry techniques, topic approaches, and discovery methods are not new, and much of the 1928 red book (*Syllabus of Instruction for Public Schools*) sounds remarkably modern today. The "spiral" approach (as advocated, for example, by J. S. Bruner) has characterised some aspects of English language, foreign language, mathematics, and science education and in many ways echoes Whitehead's "rhythm of education". In this sense—in which established ideas are refined, extended to new areas, and integrated with trends in other subjects—curriculum development had been cyclic. In another sense there has been a linear progression in curriculum. The pragmatic direct method of teaching foreign languages has developed into audio-lingual approaches, but what is thought by some to be undue reliance on unsupported sound has led them to incorporate further reinforcement through visual perceptions, so that audio-lingual methods have developed into audio-visual approaches.

Curriculum Development as a Planned Activity

No set pattern of curriculum development has been followed on every occasion in New Zealand, but in recent years a typical pattern has emerged.

The initial step in the process has usually been a period of investigation resulting from some general feeling or pressure for change within the profession or the community at large. This has been followed by a representative review conference or conferences, frequently at an in-service training centre. Physics, chemistry, biology, general science, health education, mathematics, social studies, and English are examples of subjects which have recently come under scrutiny in this way, sometimes on two or three occasions. At such conferences, the majority of members have been teachers, teachers college lecturers, sometimes university teachers, together with departmental inspectors, advisers, and curriculum officers. The outcome has sometimes been a report with recommendations for further experiment, trial, or pilot schemes, or for syllabus revision.

Further representative conferences have been held as necessary to formulate guidelines and specific plans for the recommended action. A working party or pilot scheme committee or syllabus committee may have then been set up, as the situation required. The purpose at this stage has been to develop an experimental programme, or units of work, or trial syllabus for exploratory teaching in a number of schools. Progress and development have been regularly reviewed, using information gained from field trials to amend and modify materials, and newsletters sent to all schools have been used to keep teachers informed of the course events were taking, and to invite their comments and criticisms.

Concurrently, plans have been made for the promotion and implementation of the new materials. These plans have included in-service training programmes for key individuals, inspectors, subject advisers, senior teachers, and heads of departments in schools. Arrangements have been made for the preparation of teachers' guides, handbooks of suggestions, resource materials, teaching aids, and perhaps textbooks. There has been a special need also to see that teachers colleges have been aware of the new developments so that pre-service training programmes could be adapted accordingly.

This pattern represents the first stage only of curriculum implementation, and in view of our emphasis on "national guidelines" and local adaptation it is evident that at the local level teachers need extensive and continual supporting services—especially from departmental curriculum officers and inspectors. With greater freedom for the individual school the problems of continuity in the curriculum from infants to form 7, co-ordination of resources, and regional co-operation loom large. It is here that inspectors, curriculum officers, and local advisers can play a crucial role, but the working party is not satisfied that inspectors can fulfil this role adequately as long as they carry heavy grading functions, and it believes that the Curriculum Development Unit will need to be strengthened if it is to give the necessary national leadership and advice. We therefore recommend:

4. (a) *That inspectors of schools be progressively freed from their teacher-grading functions so that they can devote more time to advising and assisting teachers to develop and appraise teaching programmes in their schools, to the organisation of courses and resources for schools, and to informing the community about educational developme*[illegible]

(b) *That the Curriculum Development Unit be strengthened to enable it to continue to carry out national functions, for example, initiating local and national pilot schemes, evaluating curriculum processes, carrying out research and development on the curriculum, devising and deploying resources, working with guideline committees towards the production of national guidelines, and ensuring continuity of the curriculum.*

Teachers and Administrators

It is misleading to attempt to separate teaching and administration in curriculum change. What have appeared to be administrative problems have become questions of what, how, and why a pupil is to learn; for example, the influx of pupils into secondary education has led to a re-examination of school courses. Conversely, changes in curriculum lead to changes in resources, equipment, and staffing and unless administrators, such as curriculum officers, advisers, and inspectors share with teachers in the rethinking of aims and methods, the resources may not be adequate to implement these methods and achieve these purposes. Curriculum development is a co-operative process involving teachers, pupils, parents, teachers college lecturers, departmental officers, and the wider community.

But this co-operative process depends upon appropriate attitudes and sufficient skill and experience on the part of those who must play a central role. A curriculum administrator, such as an inspector or curriculum officer, who has evolved from, but is no longer part of a school is subject to hindrances as he attempts to bring about, assist, or evaluate curriculum change. His previous teaching and administrative experiences colour his thinking; his established role has associated expectations both for himself and teachers; and he must learn by experience, for he lacks practical training. Yet his responsibility to ensure a co-operative approach to planning means that he must take the initiative in defining the complementary roles of the participants—a task which calls for a sensitive and realistic understanding of the teacher's situation and of the most appropriate means for effective communication.

It is obvious, then, that the administrator needs training for his task and should not be expected to learn "on the job". But the same principle holds for teachers: a major problem of local curriculum innovation is that at present many teachers are not able to make effective decisions because they lack the relevant training and do not fully understand curriculum development. If teachers are to assume responsibilities for change, and we think they should, then large-scale provision for continuing teacher education and for supportive programmes is necessary. Otherwise hopes for sustained curriculum improvements will be disappointed.

We do not make a specific recommendation here but point to the major emphasis of the whole report on the need for adequate provision for continuing education, not just for teachers but for all professional and administrative staff.

Organisational Climate of Schools

For curriculum change to become effective it must be grafted into the school so that it is not just confined to a limited area: the school must adapt and reorganise to accommodate the change. Organisational innovations are more durable because the number of people involved ensures greater continuity and the administrative provisions and resources have their own momentum. But whether or not a school is able to innovate and incorporate curriculum changes into its structure depends upon the manner in which the principal and senior staff conceive and perform their leadership role. It is also dependent upon the school's administrative structure, since communication and involvement in decision-making affect motivation and support of curriculum change. We have already made a general recommendation concerning school-based curricula (see recommendation 1 above) but need now to spell out some of the details of the consultation and co-operative planning involved in it.

While the principal is the professional leader and chief administrator in a school he alone cannot formulate new objectives, or plan and implement a new curriculum successfully without considerable staff agreement and support. If the people who are affected by the change process have no part in its planning their discontent and dissatisfaction will follow. Efficiency in changing depends on those who do the work, the resources available, and the administrative support provided. If teachers are involved from the beginning, so that they have helped to identify the need for, and the purpose of the change, or have been kept informed of the philosophy behind the objectives and feel that they have had an opportunity to shape them, then, although all will not agree, they will have been consulted and will have a commitment and responsibility to corporate decisions agreed to by their representatives. They will be more aware of the constraints in planning a school programme and may be more prepared to invest time and effort in the change. In any one school it may not be possible to involve all staff at all stages of the change process but if a central planning group is formed the channels of communication with the rest of the staff should be kept open, so that they have full information about the need for and the nature of the change, and are able to feed back their opinions.

Changing a curriculum is unlikely to be achieved by exercising authority, and it is the curriculum itself which should carry the authority, making its own arguments clear, demonstrating a quality at least equal to its predecessor to both teachers and users of school education. Hitherto the authority of most school curricula has resided in the external examination system and, not surprisingly, changing a School Certificate prescription changed classroom practice almost immediately, at least as far as subject matter was concerned.

Changing any aspect of the school curriculum is liable to change the pattern of work relationships within a school. Teachers have tended to be somewhat solitary figures in their classrooms, separated from their fellows, and although they have had a lot of freedom in how they have taught, not many have had much say in determining school policy.

Greater responsibility and freedom for teachers may mean a greater need to co-operate with other staff and with students and consequent loss of some traditional freedom. Relaxation in relationships between one teacher and his students creates a pressure on other teachers, and change in one school alters the status quo at another. It is necessary to try to anticipate the side effects of any particular innovation in order to maintain control over the situation and lessen the likelihood of tension and upset. Support may be necessary for some staff if difficulties arise as a result of change, and planned reinforcement will help to keep things functioning. If teachers are to co-operate effectively it may be necessary to redefine aims and change tasks of particular staff members as a result of periodic reviews. The ability to ask for and take criticism is essential, and administrators should make systematic, well-planned provision to ensure interchange of ideas so that comment, judgment, condemnation, or modification does not appear too threatening or destructive. However, unless a tentative timetable for decisions, initiation, and review is made, nothing may happen except talk and uncertainty. In the early stages the main need may be for energy, knowledge, and thought, and it is most unlikely that any real change can be achieved overnight.

What we are spelling out here are some of the implications of regarding the school as a professional unit. Clearly, it calls for a high level of professional responsibility on the part of teachers. But it is also clear that the leadership demands on the principal are very exacting indeed. If teachers need the support of a continuing education programme, then principals are perhaps even more in need, for they have had practically no specialised training for their tasks, particularly for their role in facilitating and supporting teacher co-operation and involvement in the total curriculum programme of the school.

Pupils and Parents

Understanding and support for curriculum change will also be necessary for others involved. Parents and the public must be kept informed, and the 1972 Secondary School Curriculum Conference saw this as a crucial aspect of planned change. Employers wish to understand school courses; parents like to think that their children are being properly educated for productive and satisfying living; money may be raised for extra materials and equipment; the board of governors, school committee, parent-teacher association, or local community may be asked to help with some aspect of the new curriculum. Like teachers, these groups need to be well informed, to feel that they have been consulted locally or nationally, and to be in sympathy with the curriculum change. They need to be assured that the proposals are within the capabilities of the school, the staff, and the students.

If students know what is happening and are able to participate actively in the process of change, the resultant curriculum may be more suitable to their aptitudes, abilities, interests, and educational needs, and elicit greater co-operation from them. There is abundant evidence that student achievement is strongly related to parental attitudes. Consequently if change at school is not to be distrusted, the community needs not only to be in sympathy with the aims but also to understand the methods by which they can be achieved and the progress made towards them. This in turn exposes the school to scrutiny and may raise questions about quality and standards.

Community use of school resources may help to break down some of the apparent barriers between some members of the community and the school. On the other hand community resources should be used by schools to provide more relevant learning for many pupils and, at the same time, to help establish closer relations between the school and the community. Some of our recommendations in other chapters deal specifically with the development of community schools, and such a move would facilitate this exchange of resources. We also draw attention to the same point in dealing with secondary education, and are aware of the present policies in some areas where schools and their communities are being brought closer together. But we think that within the context of this section it is important to reiterate the principle of school-community relationships and recommend:

5. *That more schools be encouraged to explore ways and means of establishing closer relations between themselves and their communities so that:*

   (a) *Parents and others may make greater use of school resources;*

   (b) *Greater use may be made of community resources to provide relevant learning experiences for their pupils;*

   (c) *Parents may be given realistic regular opportunities to gain information about the school curriculum and to discuss the nature of that curriculum with staff.*

Resources for Teachers

Almost everything we have advocated in this discussion of the curriculum will require more knowledge, skill, time, and resources for teachers. We have stated explicitly here, and in many places in the report, that unless teachers are given adequate training and assistance they should not be expected to carry out the kinds of policies suggested by the working party. In an earlier part of this section (methods) we pointed to the need for teacher and resource centres at various levels, and it is through these that many teachers may be enabled to understand and experiment with curriculum development. Through these (as in their own schools where appropriate) they may be able to work more closely with teachers of disciplines other than their own to ensure that the total curriculum for each pupil is balanced and appropriate.

However, it is not only opportunity which is important, but *time* to make use of opportunities. Schools will need time allowances for the sort of planning, consultation, and evaluation which we envisage. While this implies more liberal staffing it also depends upon greater flexibility in class sizes, and upon individualised programmes and courses that allow pupils to make maximum individual progress. Reduction in pupil-teacher ratios are needed but these alone will not necessarily improve learning and teaching. It is one aspect among a whole network of aspects; for example we have emphasised changes in attitudes among teachers, and have pointed to the need for co-operative use of all the resources in a school or group of schools—including staff.

We think it worth while to specify these points, and therefore recommend:

6. (a) *That local teachers (and resource) centres be established to assist teachers in designing and implementing new curricula at all levels;*

   (b) *That teachers be given more time to prepare and evaluate curriculum development in their schools;*

   (c) *That schools adopt (or extend) policies of sharing their resources (equipment and staff) within a school and with neighbouring schools.*

The Next Decade: General Directions of Development

If present constraints on curriculum development such as external examinations are removed, and the other recommendations of the working party implemented, vital and interesting things could happen in the next decade. Some of these will be continuations of present trends, some will be the realisation of ideas recently conceived, and others will be innovations resulting directly from these changes. An indication of some of these directions of development illustrates possibilities for the improvement of learning and teaching.

New Aims and Social Pressures

The continuing social emphasis on equality of educational opportunity is leading to greater emphasis on a broad general education for pupils of all abilities, attainments, and motivations. Pupils are staying longer at school so that new courses are becoming necessary to provide an education for a new type of pupil. Young people are increasingly concerned with complex personal and social interaction, and as they discover more about the changing ways of the world in which they live they have problems in assimilating and accommodating new ideas. Separate school subjects as traditionally taught are hard for them to synthesise, and many see little obvious relevance in school learning so far as their present or intended lives are concerned.

It is possible (as J. E. Strachan showed at Rangiora over 30 years ago*) to restructure the school curriculum, particularly that of secondary schools, so that it is more concerned with social processes and life functions, the interests and needs of students, and broad fields of study centred around unifying concepts and themes related to student perceptions and concerns. Attitudes and values are changing and becoming more divergent, and some parents, finding

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*Strachan, J. E., *The School Looks at Life: An Experiment in Social Education.* Wellington: N.Z.C.E.R. Research Series, No. 9. 1938.

their own beliefs placed in question by events reported by the media, and by the critical attitude of young people, are becoming uncertain and insecure and turning to the school for support, or for assistance in functions that were formerly part of the family's responsibility. Increasingly, schools are expected to provide courses in human development, social relationships, and moral education.

The objectives of the educational system as a whole, or of any part of it, are based on values, and as the values of society change so will a school's aims. However, it is precisely when the community is unable to agree on values and is divided by moral issues, that teachers find their task most difficult and their attempts to help their pupils with these problems most open to question. This whole problem of the role of the school in moral education is in the forefront of educational discussion in many countries, and we feel that it warrants special analysis as an aspect of the curriculum. (See chapter 12: Moral Education.)

New Subject Content

In recent years new content has been included in most areas of the school curriculum and, as knowledge grows exponentially, existing content will be exposed to continuing review, with new ideas pressing for inclusion and the relative importance of existing concepts being reassessed in each subject area. New subjects are now making claims for inclusion in the curriculum, for example, sex education; outdoor education and survival topics such as water safety, road safety, and safety in the mountains; French and Maori in the primary school; and human development, moral education, economics, Japanese, and computer science in the secondary school. Subjects at present included in the school curriculum, but which are low on the unofficial hierarchy, such as art and craft, music, and physical and health education are being reassessed in terms of their contribution to the achievement of curriculum objectives. We have received very detailed representations concerning the need to upgrade physical education at all levels of the school system. Although we have not been in a position to investigate the area in enough detail to make a firm recommendation, we believe that these representations warrant detailed attention by the Department of Education.

The knowledge explosion is also making it quite clear that the curriculum must emphasise processes and methods, problem solving, and important principles and approaches that are widely applicable rather than specific facts and limited techniques. Students are being expected to become more responsible for their own learning and teachers are endeavouring to teach them how to learn and encouraging them to form positive attitudes to learning so that they want to learn. The present rate of change will almost certainly ensure that pupils in school today will have much to learn throughout the rest of their lives.

As the curriculum places increasing emphasis on processes rather than facts, related subjects are becoming fused to form new areas of study in which integrating themes and general principles can be stressed. Both the 1971 and 1972 conferences which reviewed the secondary school curriculum[*] advocated integration of subjects into broad fields of knowledge.

These changes in content imply changes in time span for teaching-learning sessions, flexible provisions to permit more individual study, and increased staff-student interaction. More varied grouping will also be necessary to permit greater staff co-operation in integrated programmes, small group work, and independent learning. These in turn will require replanned buildings, with greater provision for different types of resources and more adaptable spaces, hence our emphasis on flexibility in buildings (see chapter 15).

New Methods of Learning and Teaching

Teachers are increasingly departing from their traditional authoritarian role and acting as guides and facilitators of student learning, especially through the provision of opportunities for students to learn for themselves. More attention is being paid to designing programmes that take into account the differences in ability, stage of development, interests, needs, and experiences of students; to developing intrinsic motivation; to ensuring adequate success; to involving students actively in learning and enabling them to discover relationships for themselves; to setting them tasks that appear relevant; to providing more purposeful repetition in learning necessary skills and arranging for periodic maintenance for long-term learning of important ideas; to providing information about progress and achievements so helping them to set themselves appropriate goals for learning, to develop their ability to learn by themselves, and to make a realistic assessment of their own progress.

New methods often necessitate new or expanded resources, but regrettably these resources—whether they involve equipment, printed material, ancillary staff, or technical assistance—often lag far behind the aspirations of teachers or the expectations of those outside the classroom. It is for this reason that we have separated out "learning resources" for special discussion, although they are, in effect, inseparable from the curriculum itself (see chapter 14).

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[*] Department of Education, *The Secondary School Curriculum: 1. Some Issues and Prospects*; and *The Secondary School Curriculum: 5. Lopdell House Conference Report 1972*. Wellington: Government Printer. 1972.

But as emphasised earlier, the concept of the isolated teacher teaching a single subject has changed and will change even further. Teaching methods and new ways of organising the curriculum are obviously closely related, so that extensions of assignment or project methods, integrated topic approaches, or broad fields of study centred around social issues will necessitate great flexibility not only in individual teaching methods but also in co-operative teaching ventures.

Evaluation, as part of the whole instructional process, has already been heavily stressed, but as learning programmes become more individualised interest will increasingly centre on each student's progress towards achieving his full potential. Teachers will not be so interested in comparing his achievement with that of other students or with national norms, as in assessing the extent of his learning in order to plan the next learning experiences. Instruments for diagnosing difficulties, measuring aptitude, readiness, mastery, and attitudes will be needed, and administrators and principals will need to ensure that even if all teachers cannot be familiar with many of these assessment instruments, there will be at least a pool of experience within the school upon which teachers may draw.

Two final points: one concerning articulation between primary and secondary curricula and the other concerning the potential threat of curriculum change for some teachers.

With regard to the first point: we have already spoken out strongly in favour of greater continuity, and it is in the curriculum area that the signs are most hopeful (for example in the form 1 to 4 syllabuses). We reiterate, however, that, while the present two-level structure of regional and local administration, inspection, appointment, promotion, teacher training, and pay scales persists, attempts by teachers and curriculum developers to promote real articulation between primary and secondary curricula will be hindered. Local liaison between teachers in the various types of schools can help to smooth the transition for students as they move from one system to the other. Moreover, if individual schools increasingly develop their own curricula and co-operate more closely with their communities, then this may help in the development of a closer relationship between all of the schools in an area.

With regard to the second point: teachers differ in personality, experience, teaching style, ability, and confidence. While changes in curriculum are more likely to succeed if they provide freedom and flexibility for teachers who are able and wish to experiment, at the same time it is always necessary to provide a definite supportive framework for the less able, the less confident, or the inexperienced teacher. If the school is viewed as a co-operative professional organisation rather than as a collection of individual teachers, then this problem should be readily solved.

Chapter 12 AN AREA OF CONCERN—MORAL EDUCATION

Schools are under pressure to take a more active role in the moral education of their pupils, but exactly what this role should be is not always clear. In keeping with our emphasis on the school as an intimate learning and teaching community, the working party turned its attention, in the first instance, to the school as a social unit.

As a community, the school is vitally concerned with the values which govern human relationships—relationships among pupils, between pupils and staff, and between all its members and the wider community of which it is a part. Like all communities, schools have social rules and regulations which by-and-large reflect the rules of the greater society within which they operate. Some school regulations may appear to be irksome or trivial to pupils but are specially designed to preserve the particular character of the school as an educational institution. There is, however, a thin line between social solidarity and conformity for its own sake. What may seem to be merely a domestic rule, for example dress or hair length, may suddenly become a matter of fundamental value—of individual freedom, justice, authority, or parental responsibility.

Other rules are less likely to be challenged, those for example which concern the protection of the individual from exploitation, the fair distribution of rewards and punishments, or the responsibilities of the individual to the group within which he works or plays. Yet it would be a mistake to think that pupils are not very sensitive to the justice of these rules and to the ways in which they are enforced or supported. Questioning of the nature and exercise of authority, desire for pupil participation in decision making pressure for relevance in the curriculum: all of these suggest that traditional concepts of pupil-teacher relationships are changing and that the rules which govern the school community are being judged by moral criteria such as rationality, justice, respect for individual integrity, and social responsibility.

We have always known that the school, by its organisation and through the everyday events of the classroom, reflects a set of moral and social values. We recognise, also, that the way a pupil experiences and interprets the moral values implicit in the school community may have a considerable influence upon his moral development, even although we know that the home normally has a much greater influence. One of the cliches of moral education (as for many other aspects of education) is that example is more powerful than precept—and there is no reason to ignore this time-honoured warning. We cannot urge too strongly the futility of "talking" about the nature and significance of ultimate principles of moral behaviour and judgment, such as justice, respect for persons, rationality in moral discussion, if the school in its own social organisation and in its dealing with individuals ignores or negates these very principles. It may be argued that schools are well aware of this responsibility, but nevertheless the working party believes that a reminder is not out of place and recommends therefore:

1. *That schools examine their own rules and regulations and the means by which they are enforced, bearing in mind that these details of social organisation are powerful examples for pupils of the ways in which fundamental moral principles are applied in everyday social life.*

It is very easy to speak glibly of "democracy" in schools as though the word has some self-evident meaning when applied to the institutional management of large numbers of pupils, under compulsory schooling, in circumstances where teachers are expected to be responsible not only for the educational development of immature individuals, but also for their general behaviour. This is a difficult task at the best of times, but it is even more difficult when society itself reflects uncertainties and changes in standards of conduct and in acceptable personal and social values. The difficulty is compounded by the fact that like all social organisations, the school cannot avoid the compromises and limitations implicit in institutional responses to individual needs and problems.

One very difficult area at the present time concerns the exercise of, and response to, authority. It is true, as has already been pointed out, that schools bear a heavy responsibility in their exercise of authority within their own social organisation, but it is also clear that this is a three-way relationship which involves parents as well as teachers and pupils. Parents sometimes assume that the school ought to take full responsibility for the behaviour, attitudes, and values of their children while under the care of the school. But this can result in intolerable pressures on teachers, especially where parents themselves do not support or demonstrate the elementary values of social responsibility, are unclear or confused about moral issues, or fail to realise that the school and the home play complementary roles in the moral development of their children. This is not a new problem, but the working party believes that it is increasing in extent and gravity and should be faced more directly. Because the school has gradually been required to accept greater responsibility for the personal development of its pupils in almost every aspect of life, there is a danger that society may demand more from its schools than can reasonably be expected of them *without strong community support*. This is partly a matter of communication, and we recommend:

2. *That through discussion, publication, and any other means of communication between the school, parents, and local community agencies and services, the obligations of the school to parents and the community, and of parents and the community to the school, be clearly delineated and stated.*
3. *That, as a contribution to this task of communication, the Curriculum Development Unit be asked to gather and make available, on request, examples of statements or guides compiled by schools concerning codes of behaviour, agreed principles of co-operation and responsibility between home and school, and pupil responsibility and involvement in the social affairs of the school.*

So far, we have limited the discussion to the social and personal values embodied in rules, in individual behaviour, and in the school and home responsibility for this behaviour. But there is much more to moral education than this.

It is unfortunate that the term "moral education" is often used in a popular but restricted way to refer to a handful of moral values of particular contemporary concern, for example permissiveness in sexual relationships, drug taking, or disregard for law and order. While the school must obviously uphold the law with regard to such "moral offences", and while it normally reflects the accepted moral values of the wider community in its precepts and practices (although, as we have seen, this is not so now clearcut), it is by no means limited to this indirect role. Indeed, by its very nature, it has a direct role to play which is its distinctive educational contribution.

Unfortunately there are many groups in society which would like to use the schools to inculcate the particular values which they consider to be fundamental. But the very uncertainty, diversity, and even conflict in the realm of values within contemporary society makes such a course inappropriate and unacceptable. In a society which is static, which tolerates no deviation from an authoritative moral code, and does not ever require the individual to make a choice between values or to work out for himself the moral implications of some action or decision—in such a society moral *education* as distinct from moral *indoctrination* is unnecessary (and would be dangerous). But our contemporary society is almost the reverse, and we place a heavy burden of decision-making on the individual. Even when the school sets out quite consciously to reinforce particular moral values through its everyday social organisation (for example justice, honesty, concern for others) it still has a direct responsibility to assist the pupil to *understand* why these values are thought to be worthwhile. In other words, as part of society, the school reflects current moral values, but as an educational organisation it has a responsibility to develop in its pupils the capacity to reflect on these very values—to apply the tools of rationality, to discuss, and to criticise.

This implies some risk, especially to the conservative, but it is the only way in which an open, flexible, and changing society can protect itself from domination by irrational, doctrinaire, and inconsistent value systems. Not only for society, but for the individual who is forced during his lifetime to make numerous decisions which have moral implications, it is surely important to have experience and guidance in making moral judgments. This is an educational obligation we must accept in a changing, pluralistic society, but it is one which has been largely neglected.

Awareness of moral issues has always been a part of the curriculum. For example, the moral implications of different courses of action, discrimination between conflicting values, and the judging of actions in terms of fundamental moral criteria (such as justice or the avoidance of cruelty to others) are issues which arise naturally in the study of literature, history, and the social sciences. It has been argued that this is the proper context within which discussion on moral issues should be conducted and that deliberate planning for this type of experience in making or evaluating moral judgments would be artificial and probably ineffective. But the working party is not convinced that this is a valid objection to "deliberate planning".

In the first place, it is very doubtful whether the majority of teachers have the inclination, the confidence, or even the background experience to tease out the moral implications arising from a particular issue or to help pupils to become aware of what is involved in moral discourse. In most cases the objectives which the teacher has in mind are quite different, and the learner is unlikely to become aware that he is involved in a discussion of moral issues unless his attention is specifically directed to this aspect of the subject.

Secondly, we believe that, in the present climate of extensive and unprecedented public discussion of contemporary moral issues (from personal to international), we have a clear obligation to our pupils to give them direct and carefully planned experience which will help them to learn what is involved in making moral judgments and decisions. We recommend:

4. *That the ability to discuss and evaluate moral issues and to learn what is involved in translating precepts into practice be a central rather than a peripheral outcome of teaching activities in the area of moral education. Moral education should, therefore, be a* deliberately planned *part of the curriculum in schools.*

It is not envisaged that a period called "moral education" should be set aside on the timetable, but that within those subjects of the curriculum which have topics which clearly deal with moral issues, specific provision should be made for giving pupils experience in understanding the nature of moral reasoning and judgment (as differing, for example, from empirical justification, aesthetic appreciation, or mathematical proof). The planning of discussion on such topics would need to take into account the fact that there is a plurality of views in the community, hence we recommend:

5. *That discussion, debate, or other activities be guided by the following goals:*

   (a) *Developing awareness of the function of social rules in particular societies and of the moral principles implicit in such rules;*

   (b) *Recognising differing personal ideals and values which individuals hold, respecting the right of individuals to differ, and becoming aware of the set of values from which their own ideals are crystallising;*

   (c) *Developing the ability to discuss and accept the existence of alternative points of view on moral issues, learning to apply the criterion of rationality to moral judgments, and learning to follow through the consequences and obligations arising from moral decisions;*

   (d) *Recognising and learning to appreciate the moral issues involved in the reciprocal rights of individual and society.*

The role of the teacher in this type of educational activity is very difficult to define. There are obvious dangers that the teacher might wittingly or unwittingly use his position of authority to reinforce values or moral attitudes which are not acceptable to the community or to some parents. On the other hand, the teacher has an obligation to inform pupils correctly about majority and minority viewpoints on disputed issues. His role needs to be defined with sensitivity towards the integrity of individuals and their families, and with due regard for the society of which he is a part. We recommend:

6. *That the role of the teacher in discussions on moral issues be managerial—he should deliberately remain a neutral promoter of activity except where his professional judgment indicates a need for intervention. In these circumstances, the position he adopts should be directed towards the welfare of his pupils and their families rather than towards the reflection of his personal set of values.*

We recognise that "professional judgment" implies that the teacher has expertise in identifying the level of maturity and moral development of his pupils, in knowing what goals he may legitimately aim for, in selecting material and activities appropriate for these, and in managing the chosen situations or topics. This level of professional competence calls for specific training and for experience in using appropriate resources.

In any plans to introduce such training the assistance of those whose academic discipline is particularly relevant should be sought, namely those with qualifications in moral philosophy. The man in the street may think that he knows all about teaching because he has himself been to school; but the teacher knows that there is more to it than this casual experience of being taught. By the same token the teacher may think that he knows enough about moral discourse, moral reasoning, and moral judgments because he has himself made moral decisions; but the moral philosopher has a wealth of experience and illustration which should be drawn upon to the fullest extent. It is thought appropriate to draw upon the knowledge of those who study the psychology of moral development in children; it is just as necessary to draw upon the special knowledge of those who study the nature of morality itself. We recommend:

7. *That* (a) *In-service training and guidance be provided for the roles the teacher is expected to fulfil in moral education, and that, when appropriate, specialists from relevant disciplines be consulted in the setting up of such courses;*

(b) *The Curriculum Development Unit be strengthened to allow for the development of resource materials which may be used as a basis for topics in moral education over a wide range of levels in the school system;*

(c) *Pilot programmes be encouraged and that provision be made to evaluate such programmes and to make the results widely available if they are judged to be helpful to teachers.*

It should be noted that we do not start from scratch in this area. There are useful precedents in the United Kingdom where a good deal of work has already been done towards producing material for moral education courses by the Schools Council Moral Education Curriculum Project and the Farmington Trust Research Unit. In New Zealand, schools have, for some time, been developing courses within liberal and general studies with such titles as "family life education", "education in personal relationships", or "design for living". Many of these programmes are concerned with providing pupils with opportunities to discuss personal and social issues and to extend their knowledge of what is involved in the making of moral decisions. A recent trend has been the extension of these courses, formerly restricted to sixth and seventh forms, to include all forms from the third form upwards. A recent Hogben House course confirmed the importance of such programmes and recommended the establishment of a set of specific objectives for what they described as personal/social/health education.

Consideration of controversial issues is an integral part of social studies, for example the Draft Syllabus in Social Studies which is currently being developed for forms 1 to 4 includes this statement: "Pupils . . . should also learn how to deal with life's varied and sometimes controversial situations". To assist teachers in handling this aspect in the classroom, the National Syllabus Committee is at present developing a syllabus support statement on this topic. Elsewhere in the same draft syllabus it is stated that: "Pupils should examine, as rationally as possible, the value positions underlying social issues in our everyday life". They will have opportunities to consider a range of values, beliefs, and social actions as they inquire into some of the possible causes and consequences of behaviour.

There is no doubt that this is an area of development in education which is in keeping with the whole trend of modern education to relate the curriculum to the concerns of pupils, and which gives teachers a chance to use their professional skills at the very highest level. It also demonstrates that the school has a unique function in the realm of moral education that is truly educational, that is not adequately catered for elsewhere, and that is complementary to the role of the home.

Chapter 13 ASSESSMENT—INDIVIDUAL AND NATIONAL

The Purpose of Assessment

The working party received submissions which challenged the value of national examinations, in particular School Certificate and University Entrance. Before making any recommendations about national examinations the working party considered the purpose of assessment of pupils and whether there is in fact any need for it[*]. We came to the conclusion that assessment is an essential element at all levels of the educational process.

The main function of assessment should be to indicate to the pupil the progress he is making and to indicate to the teacher the progress of his students and the effectiveness of his teaching. Making judgments about what is happening to children or students in our educational institutions is an indispensable responsibility of teachers. Coupled with this responsibility is another: that teacher-judgment, whether or not part of formal assessment, should help students to learn, and help them to take responsibility for assessing their own learning thus enhancing their ability to learn outside formal educational institutions, and to form a realistic appreciation of their own capabilities.

Another function of assessment, particularly the national examinations, has been to help guide students towards appropriate courses and careers, and to indicate an individual student's attainment to parents, employers, and educational institutions. We believe assessment procedures should facilitate the smooth transfer from each stage of a child's life to the next: from primary through intermediate and secondary schools to tertiary education and employment.

Society's principal use of assessment is selective—decisions on entry to further education, on bursary awards, on suitability for employment, and on salary levels are frequently based on school or national assessments. We believe, and wish to stress, that the present ways in which assessment is used for these purposes is not in the best educational interests of the individual, or of society. We note with approval the increasing emphasis on the educative rather than the selective function of evaluation. Nevertheless, for as long as society requires schools to provide assessments for this function, methods must exist to fulfil this requirement. This chapter outlines our thinking concerning the most suitable assessment system consistent with both our aims for education and the requirements of society.

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[*] To assist the working party in its deliberations concerning assessment, a study group was established to prepare a report for our consideration. The study group report identifies, and makes comments and recommendations upon a number of major concerns in the field of assessment. In addition, the results of two questionnaire surveys, concerning assessment in secondary schools and employers' use of assessment of school leavers are appended. This report is to be published for the information of those who wish to consider this topic in greater detail than that provided in this chapter.

Leaving Certificates

At present over 50 percent of school leavers enter employment without an adequate leaving certificate. A standard form of leaving certificate should be given to every school leaver. This certificate, prepared autonomously by individual schools, would replace all national certificates after the phasing out of external examinations.

The leaving certificate should give details of a pupil's progress and provide comment on his total development and interests while at school. It should provide information on the number of years of attendance, the subjects taken, and the level of attainment in each subject. Comments on the pupil's development and interests should concentrate on strengths in his social, intellectual, aesthetic, athletic, and manual development and include comments on his contribution to the school and community.

Such a certificate must be capable of easy interpretation by parents, and by the employers and tertiary institutions who would use it (at the discretion of the holder—see recommendation 9). The form and content of the certificate should bear in mind the needs of these groups, as well as those of the pupil.

The Working Party recommends:

1. *That every secondary school leaver receive a leaving certificate which gives a complete record of his attainments.*

The School and External Examinations

The secondary schools have felt restricted by the external national examinations in their efforts to make changes in curricula. The present University Entrance examination system is designed primarily for a minority of sixth-form students, yet its presence inhibits the development of alternative courses for the increasing number of sixth formers not proceeding to university. The working party is also concerned at the inability of the school examination prescriptions to meet the needs of large numbers of pupils in the fifth forms.

The working party believes that the curriculum objectives of a particular school should encompass the intellectual, social, and physical development of the pupils, and that assessment should be closely related to these objectives. Assessment procedures should be developed which are more consistent with the needs of pupils and teachers and the objectives of each secondary school. Care must be exercised to avoid a situation where the new procedures, like the present national examinations, would unduly restrict teachers and their pupils. *The main place of assessment in the school is as an aid to learning and teaching.* Whatever form of assessment is used—informal teacher-judgment, formal internal assessment, or external examination—assessment must not be so dominating as to distort the work of the school or unduly hamper the teacher/pupil relationship. Also the constraints imposed upon schools by national certificates and external examinations such as University Entrance and School Certificate should be reduced. We believe that these national assessments should be phased out and replaced by school-based internal assessment geared to the objectives of the school.

Planning for such a major change will need to take cognisance of the preparation time, support, and training required for teachers to implement internal assessment prodecures. Overseas experience has has shown that teachers must be given more non-contact time if internal assessment is to be successfully introduced. If time, support, and training are not provided, the end results are likely to be inferior to the present situation.

The working party recommends:

2. *That over the next 5 years external examinations be phased out and replaced by a system of internal assessment within schools.*

In the transition period, moderating procedures will be necessary to ensure adequate comparability of standards between schools, to allow time for teachers to gain sufficient confidence and experience in their changing role, for the public to be reassured, and for the necessary training, research, and test development work to be undertaken.

When the transition from national certificates to school-based leaving certificates has been completed, moderation of standards will no longer be necessary and can be dispensed with in the interests of giving schools independence to develop curricula reflecting their individual objectives. The onus will be on schools to ensure the accuracy and consistency of their reporting.

The working party recommends:

3. *That during the transition period standards between schools and subject groups be controlled by means of moderating procedures.*

Preparation of Teachers for Internal Assessment

The working party considers it will take 5 years to move from the present School Certificate Examination to internal assessment by teachers. There will be pressure from some quarters to reduce this period. However, it is essential if the shift to internal assessment is to be successful that teachers be helped to apply the best of contemporary assessment techniques and that they be provided with professionally-developed test materials. While some teachers are confident of their ability to meet the demands of internal assessment, a recent survey* revealed that only a small minority of teachers had received adequate training in assessment and, further, that teachers would welcome test materials developed by a professional test unit. Considering the time needed for preparation of test materials and moderating procedures, for teachers to be trained and to gain experience and confidence in internal assessment, and for provision of sufficient non-contact teacher time to make the operation viable, the working party expects a transition period of 5 years to be a realistic target.

Nevertheless most secondary schools have many years experience of accrediting students for University Entrance and in recent years have been developing the internally assessed Sixth Form Certificate. It may therefore be possible to change to internal assessment in the sixth and seventh forms in a shorter period of time provided teachers are given training and resources to establish acceptable standards of internal assessment.

The emphasis in the preceding sections on internal assessment at the secondary level should not be allowed to overshadow the need for teachers at all levels of education to be conversant with the procedures and potential of educational evaluation. Diagnosis of student strengths, weaknesses, and progress will indicate the needs of pupils. Evaluation of the outcomes of new curricula, teaching approaches, and resource use will provide essential feedback on the effectiveness of teaching programmes. Evaluation is a powerful educational tool in the hands of those able to wield it properly, but may give rise to dangers if not adequately understood, and we recommend accordingly:

4. *That the initial training of teachers in assessment principles and procedures be strengthened and that all student teachers be required to take suitable courses in assessment.*
5. *That more in-service training, in assessment principles and procedures be made available to practising teachers at all levels.*

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*Survey on Assessment in Secondary Schools conducted by the Study Group on Assessment set up by the Educational Development Conference Working Party on Improving Learning and Teaching, 1973.

More than training will be required if evaluation is to be practised effectively. School-based in-service training, evaluation materials, and advisory services will be needed to support the activities of the teacher at the work-face. We believe that the Examinations and Testing Unit recently established as part of the Curriculum Development Unit will have an important support role through the following main functions:

- Promoting the development of teacher-made tests and other means of evaluating the progress of pupils;
- Promoting the development of more effective record keeping by teachers to allow for the continuous assessment of pupils;
- Providing a service to curriculum development by evaluating the objectives, content, and methods of new curricular approaches;
- Undertaking developmental work aimed at improving examination procedures.

The working party recommends:

6. *That the Examinations and Testing Unit of the Curriculum Development Unit be given sufficient staff and facilities to enable adequate support to be given to teachers.*

National Assessment Programme

While believing that assessment should be closely related to the curriculum objectives of particular schools, the working party recognises that when an emphasis upon the autonomy of schools and the flexibility of curricula is adopted as the prescription for rapid change, parents, employers, and the community at large may reasonably be concerned about the extent to which the school system is fulfilling the responsibilities entrusted to it. When information concerning scholastic standards and relevant attitudes is assembled systematically at regular intervals it may be used to confirm successes or allay natural anxieties, as well as serving the more important purpose of providing a basis for the community and its educational authorities to assess the effectiveness with which new programmes, curriculum, materials, and teaching methods are being implemented.

The working party considers that some form of national evaluation of scholastic standards and relevant attitudes is desirable and especially so if national certificates are progressively eliminated. We do not underestimate the complexity or magnitude of this task, and, like the Currie Commission, we agree that it should be in the hands of a skilled and impartial body. From the experience of other nations who have made provisions in the past decade for such national assessment, a choice of alternatives is involved. If the purpose of these assessments is simply to allay public anxieties, such assurances can be provided through testing programmes that are quite restricted in the age ranges, subjects, skills, and atittudes measured.

On the other hand, if the provision for regular national assessments is to become an important means for promoting a penetrating and constructive stock-taking then more comprehensive inquiries will be required. Apart from their value in promoting public confidence, such surveys would undoubtedly be beneficial in bringing to light the striking diversity which exists in the talents and attitudes of groups often presumed to be homogeneous and the differences in achievement of socio-geographic areas, of town or country, of minority groups, or successive generations of students, apprentices, and new employees. The publication of the results of such surveys would not only provide recognisable bench-marks for judging the success of curriculum changes or new programmes and innovations, but it would also offer a firmer basis for identifying the numbers of children for whom special services are required. Having considered such wider purposes, and observed the penalty of not having adequate information about them, the working party is strongly in favour of adopting an approach comparable to that of the National Assessment of Educational Progress undertaken in the United States by an independent commission, and recommends accordingly:

7. *That provision be made for a regular series of national assessments of scholastic standards and relevant attitudes in the basic subjects at intervals of not more than 10 years in each field.*

Evaluation of Institutions

The changes that the working party is proposing concerning assessment and the school curriculum will give schools much greater freedom to develop their own curricula. We believe that all educational institutions should be able to request an evaluation of their curricula and objectives, and the extent to which their objectives are being met. In the case of a school, the evaluation might be undertaken by a visiting team, appointed by the Department of Education which might include an inspector, a member of the staff of the Curriculum Development Unit, teachers from other schools, and suitable persons from tertiary institutions. In the case of tertiary institutions only a section of the institution's work might be evaluated by a visiting team; the composition and appointment of the visiting team would have to be suitably modified to meet the particular needs of particular institutions. These teams should aim to provide professional stimulation to the teaching staff as well as evaluating the work of the institution.

The working party recommends:

8. *That provision be made to enable educational institutions to request evaluation of their curricula and objectives, and the extent to which their objectives are being met.*

Reports

The present reporting systems should be revised to improve communication between one school and another, and between schools and parents, employers, and other educational institutions. We support recommendation 8 of the *Committee on Communication between Schools and Parents* which stated:

> That each school be recommended to examine its methods of communication with particular emphasis on involving personal communication between all its teachers and the parents of the children they teach. Reporting methods on children's progress and attitudes to work should also be studied to make them as meaningful to parents as possible.

A substantial amount of information concerning students is obtained as they pass through successive educational institutions. Although some institutions make good use of information supplied by their contributing schools, there is frequently room for improvement.

Improved liaison between teachers in consecutive educational institutions, for example, between intermediate and secondary schools, would provide a better understanding of how information is collected and reported, and the purposes for which it will be used. Such improved understanding would promote more effective reporting and use of information concerning students transferring from one school to another.

Availability of Assessments

The working party considers that the methods of assessment used in the education system should enhance rather than inhibit the growth of personal dignity. Respect for the privacy of the pupil is therefore important. At the secondary school level, formal records of a pupil's work should only be released outside the immediate context of the assessment on the election of the pupil and his parents. Thus parents and their children will decide whether information about assessments will be made available.

The working party recommends:

9. *That the practice of publishing the results of educational assessment, including external examinations, be discontinued, and that at and beyond the secondary school level no formal record be released without the prior consent of the student.*

NOTE—Both the text and the recommendation in the preceding paragraph must be considered in the context of New Zealand law. In a dispute between parent and child, the parent's wish would normally prevail while the child was a minor. No information can be withheld if it is required by the courts as evidence.

Chapter 14 LEARNING RESOURCES

In our discussion on the curriculum we have emphasised that for these changes to be successful there is a great need for the teacher to have available to him the support of both human and material resources and to be aware of how these can be effectively used. Unless the teacher is supplied with these resources, and unless he is given training in their use, it is unrealistic and unreasonable to expect him to make changes in his teaching method or content. Achievement of a number of major curriculum objectives depends to a significant extent on the skilful and effective use of a range of learning resources. Teacher interest in, and awareness of these resources has never been higher. Yet this interest is often stifled by problems of access to equipment, lack of knowledge about suitable materials and their sources, and problems of preparation. Lack of space especially designed for the use of media is another difficulty. As a result, resources are frequently not fully and effectively used.

Provision and accessibility are only two factors in the use of material resources in education. Other factors of equal importance are the methods of learning, the development of material, the selection of resources appropriate to intended outcomes, the management of their use, and the evaluation of their effect. Thus consideration of supporting equipment involves the systematic development and co-ordination of techniques, equipment, and materials; learning resources are inseparable from the more general area of curriculum development and implementation. They are also the medium through which the individual directs his own learning when he is no longer dependent upon the guidance of teachers. The recent UNESCO report, *Lifelong Education*, states that "a prime function of education is to produce individuals who have 'learned how to learn', so that they may continue to learn throughout their lives". This concept of education places a new and vital importance on books and other media as sources of information and ideas. Without readily-accessible, well-stocked, and well-staffed libraries and other resource facilities, and individuals familiar with their use through in-school experiences, the "learning to learn" approach cannot succeed, and the effectiveness of "lifelong" education will be reduced.

In this chapter, the term "learning resources" will be applied specifically to devices with a clear educational function including books and other printed material as well as a wide range of audio-visual media, materials, and equipment. This description is rather wider than the more commonly-used label "audio-visual aids", with its implication that such "aids" are merely adjuncts to the learning process, and arises from the working party's adoption of two guiding principles:

- Learning resources should become accepted as an integral part of the learning process rather than be regarded as supplementary aids;
- The selection of learning resources should be related to specific curriculum objectives based on the needs of the learner.

The implementation of these two principles presupposes that the teacher has the necessary learning resources readily available when he wants them. Thus a co-ordinated and systematic method of provision is essential in order to select and make available equipment and materials to meet specific educational needs. Such equipment and materials must be made available in a flexible way to suit the needs of individual schools. And for effective use to be made of the resources provided, teachers must receive training and the support of ancillary staff. We place a strong emphasis on the centrality of adequate training; without this even the best learning resources can be misused; or worse, not used at all.

Basic Equipment

There was no general basic equipment scheme for providing new primary schools with the equipment they needed until 1963, when a scheme was introduced for the free initial supply of basic equipment to all new State primary and intermediate schools in order to bring them up to the minimum standard. A revised basic equipment scheme which proposes the extension of the range of items supplied to schools has recently been issued. This is contained in the handbook, *Basic Equipment for Primary and Intermediate Schools, 1972*. Schools which, as at April 1 1972, did not possess the major items listed will have deficiencies made good over a period of years on a system of agreed priorities. Individual schools will, as far as practicable, be given an element of choice in the additional items to be supplied from year to year. *A strong body of opinion suggests that the elements of choice and flexibility should be greater.*

Although the list in the basic code covers the complete range of equipment available to schools, provision does exist to enable very large schools or those with a high proportion of infant classes to receive additional items of teaching equipment on the recommendation of the district senior inspector. Similarly, schools with special problems such as those with a high proportion of pupils with language difficulties may receive additional items of special equipment as approved from time to time. Although this basic list covers intermediate schools as well as primary schools, there is a further list to be published of the additional items, for example in homecraft, to be supplied to intermediate schools. Schools with any special problems may consult the district senior inspector about the possibility of obtaining additional or special equipment. The equipment included in this list is considered to be the full range of essential equipment required in a primary or intermediate school. There are many other items which may be considered desirable that schools may wish to purchase from locally raised funds.

The range of equipment on issue to secondary schools is contained in the *Secondary Schools Buildings Manual and Basic Equipment List* (for Nelson or other pre-S68 type schools), and in a separate equipment list for S68 schools. New schools are furnished in accord with the appropriate basic list. If a new room is built in an established school, again items are issued in accord with the relevant list. In addition to the items which are issued on the basic list, secondary schools may also obtain equipment by way of grants given at the discretion of the district senior inspector of secondary schools. A revision of the equipment schedules for secondary schools is currently being undertaken. This is being done in conjunction with the Curriculum Development Unit to ensure that equipment will bear a relation to future curriculum change. One example is in the field of form 6 English where cassette recorders now play a prominent part in the revised syllabus, which emphasises oral and aural work.

Primary and secondary schools have somewhat different arrangements for obtaining equipment. Basically, however, any school obtains equipment in three ways:

(a) That provided as of right (based on relevant equipment codes);

(b) That provided on the recommendation of the appropriate district senior inspector of schools (primary or secondary);

(c) That purchased from the school's own funds.

The new basic equipment schemes will provide larger quantities of a wider range of equipment in the schools. But this alone is no solution to the problems schools face in obtaining appropriate learning resources. Learning resources have been shown to be most effective when selected for and applied to specific educational needs, For innovation and school-based curricula to be effectively implemented, the supply of resources should relate to the school curriculum Effective use requires resources appropriate to the needs of learners and the expertise of teachers.

Equipment codes should recognise that the above factors require diversity, not only in the initial provision of resources, but in order to service the changing needs of schools over a period of time. While providing a minimum basic entitlement of essential items, the code should also contain a second category allowing choice to suit the varying objectives of schools. This latter category could well make some provision for exchange as evaluation shows items unsuitable for their objectives, as the requirements of the school change, or as new materials and equipment come on to the market. Effective use of a code allowing flexible provision of resources requires that each school pay careful attention to deciding its requirements. The needs of the school should be discussed and co-ordinated, in conjunction with a trained audio-visual adviser and the school's own head of department (resources).

The working party therefore recommends:

1. *That the basic equipment entitlement for schools provide more flexibility and choice so that resources may be selected to suit the needs of individual schools.*
2. *That maintenance of equipment be part of the basic entitlement.*
3. *That there be an annual review of the equipment scheme to take account of new products and changes in curricula and teaching methods.*
4. *That advisory services be established to provide information on what resources are available and how they can be used most effectively.*

Principal Themes

Successful use of learning resources will not result from packing the nation's classrooms with large quantities of electronic hardware, nor from students devoting much of their time to educational experiences presented by television or tape recorder. It will arise through teachers defining the objectives of their courses, examining their teaching methods, and then selecting and effectively managing the best materials to achieve those objectives. The new basic equipment schemes have the potential to overcome a cause of serious frustration to teachers—lack of essential material and equipment to support the teaching process—but provision alone is not enough. To give teachers encouragement and help in the use of resources more attention must be paid to their accessibility, selection, and management. The barriers to effective use of these resources include lack of availability, inaccessibility, the lack of training, lack of storage and maintenance provisions, and adequate cataloguing facilities, and a lack of support staff. Unless these barriers are overcome there will be no effective change in the classroom.

In the next decade it is probable that the teacher will service an increasing variety of educational objectives and patterns of school organisation by using a range of learning resources which will facilitate such activities as large-group teaching and self-instructional procedures, as well as new curricula. The cost of the resources is such that it will be necessary to ensure that they be effectively used, and it is this emphasis on the effective use of resources which is the basic theme of the remainder of this chapter. Support for the teacher who, in the final analysis, must select, manage, and evaluate resources, will be considered under the following headings: co-ordination of resources; teacher centres; libraries; ancillary staff; and central support.

Co-ordination of Resources

In the course of our deliberations we originally envisaged two separate chapters—one on libraries and another on equipment and teaching aids. It soon became clear to us, as we studied the reports of subcommittees set up to examine these two areas, that there is a significant and increasing amount of overlap and common ground between the two. For this reason we prefer to refer to book and non-book resources as aspects of the one general topic of teaching resources, and hence the inclusion of discussion on libraries as part of this chapter.

Whatever increases there may be in the number of books per student in New Zealand educational institutions, and no matter how long a reign appears in prospect for the book as a major educational resource, the fact remains that when learning resources are considered as a whole the proportion occupied by books is diminishing. We need to be clear about the place of books in relation to other educational resources, and draw attention to three kinds of relationship: that between books and non-books as complementary resources; that between the ways of using them; and that between the ways they are stored and administered. In some instances there is a derivative relationship between the two forms of resource—one grows out of the other. Examples are the records of Pat Evison reading the stories of Katherine Mansfield, or the recently published scripts of the Goon Show. In other cases, such as the *Environment 100* collection of photographs supplied to schools for University Entrance art, the non-book resource stands on its own. Between these extremes there are varying degrees of mutual involvement. The ways in which audio-visual resources can be used have been changing steadily, the main trend being towards ease and versatility. For example, special arrangements such as blackout curtains for projection are often not needed, and lightweight equipment, sometimes battery powered, is designed for use by individual students and small groups rather than by whole classes. All this means that the versatility of non-book resources is becoming more and more like the most versatile resource of all, the book, and, by the same token, they are becoming easier to use in conjunction with books.

With their ability to appeal to differing senses, and their capacity for presenting information in different ways, varying resources can contribute to a range of objectives. The key thing is that both print and non-print resources should be regarded as learning sources—often undifferentiated by the learner—and that they should be selected according to his needs. In schools there is need for a policy to co-ordinate the selection, production, and use of resources. In a primary school this policy would be formulated by the principal or a designated senior teacher, in consultation with his staff and he would supervise its implementation. In an intermediate or secondary school the deputy principal or head of department (resources) would be an appropriate person to do this.

If all media are to be used as positive educational resources it is essential that they be linked together either physically or by way of cataloguing. One of the biggest barriers to the effective use of resources is the haphazard way in which learning devices are selected and stored in schools. Co-ordination at the school level is essential. It is important to know where things are, how they can be used, and how the effectiveness of their use, storage, and maintenance can be improved. The first step towards co-ordination of resources would be the establishment of resource centres within schools. Overseas developments of this nature abound in North America, Britain, and Australia and there has been pressure on the Department of Education for the establishment of resource centres in some New Zealand secondary schools. The matter was discussed at a recent Lopdell House course on secondary school libraries and the Department of Education is currently working on plans for prototype resource centres. It is expected that such resource centres will fulfil the following requirements: a central registry of audio-visual resources for the whole school; storage for master copies of audio-visual materials; provision for copying of audio-visual materials for distribution to teachers and pupils; facilities for listening and viewing of audio-visual resources; office space for head of department or director of resources.

The establishment of such school resource centres will facilitate the use of a range of resources. School resource centres will be complementary to the subject-based resource rooms which exist in many secondary schools. They will assist the teacher to select and modify materials according to the needs of the learner. A staff member with a teaching background and some specialisation in the use of media should be responsible for the centre. Besides co-ordinating the resources available within the school and facilitating their effective use, the director of resources would: advise on the selection of appropriate resources for given needs; supervise the production of resource materials; assist in school-based staff training programmes; co-ordinate discussions concerning resource needs and order those required; display learning resources; ensure that equipment is kept in working order and is regularly maintained; and assist in cataloguing resources. Effective fulfilment of these functions will require time, training, and a certain degree of seniority—thus the position should be filled at the level of a senior position of responsibility or higher. The director would also have one or more ancillary staff trained to work in this field who would be directly responsible to him for some of the above functions.

Increased responsibilities for school libraries will result from learning based on an expanded range of resources. They will expand to provide non-book as well as book resources in the form of materials, devices which children can operate, and spaces for use of these resources. The cataloguing facilities of the library can make available to the teacher information on specifications, sources, and use of a range of materials. School resource centres sited adjacent to libraries will allow co-ordination of the functions of both.

The working party recommends:

5. *That resource centres be established in all schools, with functions and facilities to suit local conditions.*
6. *That adequate staffing be made available to manage and operate resource centres.*

Teachers Centres

School resource centres will co-ordinate and facilitate day-to-day use of learning resources within schools. It is feasible to share the more expensive or less frequently-used items among a group of schools and we have recommended to that effect in the chapter on the curriculum. When speaking of curriculum development, we also recommended the establishment of local training and resource centres—in Britain similar facilities are known as teachers centres, and we believe that the establishment of these centres should, like provision of school resource centres, be a priority.

The centre must be readily accessible to teachers. It must also serve a sufficiently large teacher population to provide a higher level of advisory services and facilities than is possible within schools.

An *advisory* role would be achieved by having specialist staff teachers to develop, implement, and evaluate innovative programmes, and to select and produce resources appropriate for learner needs. Such staff would act in a similar role to mathematics advisers, and would co-ordinate the work of school resource centres. An *educative* role would be achieved by formal courses and informal contact among teachers at the centre. A *servicing* role would be achieved by providing displays on equipment, materials, and methods, by organising maintenance of equipment at schools in the region, and by making available resource production facilities not otherwise accessible. A *providing* role would be achieved by the teachers centre acting as a repository for equipment and materials which for such reasons as higher cost or low rate of usage are not generally held in schools.

A teachers centre of this nature could well be attached to a teachers college, for use by both students in training and for assisting in the continuing education of teachers. Teachers colleges have expressed a desire to serve as centres of professional support and stimulation for all teachers in their regions. In larger cities and in areas where no teachers colleges are situated, separate teachers centres will need to be established. We see value in more than one kind of teachers centre in which roles and function may vary yet complement each other. It is likely, for instance, that a centre attached to a teachers college may have opportunities to develop more experimental and innovative functions, while independent centres may fulfil more educative and servicing roles. Teachers centres should be set up to respond to the needs of the area they are to serve. Priority could well be given to areas in which particular educational needs have been established.

The working party recommends:

7. *That teachers centres be established, initially in the major population centres and as soon as possible thereafter on a wider scale; that provision of the centres be flexible and that the centre be designed to serve the needs of a particular area.*

We have noted some confusion concerning the names and functions of centres suggested to facilitate the effective use of learning resources. While it is highly desirable that there should be variations from region to region, a breakdown of functions could be along the following lines:

(a) *Resource Centres*—These would be extensions of the present library. The new material to be stored, catalogued, and retrieved would be primarily audio-visual. Provision would need to be made for a limited amount of listening and viewing equipment, for example cassette players, slide strip viewers, and/or projectors.

(b) *Media Production Centres*—These would be essentially workshops where teachers could make a range of teaching materials either independently or with some guidance and supervision. A range of production equipment not normally found in schools would be available, for example, thermal and photocopiers, 35 mm camera, a versatile enlarger, audio-dubbing facilities including a mixer, chart-making facilities, super 8 cameras and editing equipment, and slide copying facilities.

(c) *Teachers Centres*—These centres would vary according to local needs. They could, however, include provision for the following: resource centre and library facility; media production facilities; commercial displays; reading room; in-service meeting rooms; and equipment practice facilities (individual and group).

Libraries

While the working party believes that future developments within schools should aim to co-ordinate learning resources, of which books are but one example, nevertheless, we recognise that there are already libraries within many of our educational institutions, and that we should therefore take stock of these and consider their development.*

In the course of its history, the education system in New Zealand has exhibited developments that have compared favourably with those in other countries. However, the rate and extent of library provision has, sadly, not been one of these developments. In the early-childhood education area, library resources vary tremendously in adequacy. It was not until 1970 that libraries won an established place in the primary school building code: it is intended that every primary school should be provided with a library, but at present two out of every three primary schools still have no library, and even the one-third of primary schools with libraries have no provision for staffing them other than by using teachers' "spare" time, a teacher aide, or the help of voluntary assistants. Secondary schools now have greatly improved library buildings, but there is no full-time staff, no requirement for training of staff, and little money available for books. Teachers colleges started from so far behind in their library development that they are still less than adequate; the rapid growth of technical institutes has generally outstripped their library

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*To assist the working party in its deliberations regarding libraries, a study group was established to prepare a report for our consideration. The study group's report, *Libraries in Education*, provides a comprehensive survey of present facilities and makes a number of recommendations for future library development. This report is to be published as a separate document and we believe it is worthy of serious consideration by those who have an interest in libraries.

facilities, particularly in staff provision; while universities are still in a phase of rapid expansion. The best that can be said about libraries in our educational institutions is that they have been improving year by year; the worst, that they have been so inadequate that many students and teachers have decided to get along without them and depend on class sets, student texts, and other resources for learning and teaching. It is against this background that the working party concludes that there is room for considerable expansion in library facilities at all levels of our educational system. We are aware of detailed publications such as the New Zealand Library Association's *Standards for Teachers College Libraries* (currently being revised) and *Standards for Technical Institute Libraries*, and W. J. McEldowney's *New Zealand University Library Resources, 1972*. We believe that in many areas the study group report, *Libraries in Education*, provides a useful synthesis of these, and other reports, and we feel it is worthy of serious attention.

The working party is concerned with the effective use of learning resources and we believe that libraries would be used more effectively and efficiently if they were to be staffed by persons who had been trained in the various skills of librarianship. At present, training for librarianship is conducted by the New Zealand Library School, which offers two courses:

(a) A 1-year full-time professional course for graduates leading to a diploma (Dip. N.Z.L.S.);

(b) In conjunction with the New Zealand Library Association, an intermediate course, consisting of a preliminary entrance examination, followed by three full-time 1-month sectional courses, spread over 2 years leading to a certificate of the New Zealand Library Association.

Both courses consist of general and specialised librarianship, and supply trained librarians for jobs in university, public, Government, teachers college, and technical institute libraries, but not in school libraries. The complete lack of full-time positions for school librarians in New Zealand schools has been one of the most serious weaknesses in the development of satisfactory libraries and has substantially contributed to their slow and uneven growth.

If present and future library resources are to be fully used, we believe that trained full-time staff, familiar with book as well as non-book resources, are essential. Professional librarians should be appointed—initially to the larger secondary schools and as soon as possible on a wider scale. This will require various consequential changes in training courses:

(a) The present training course (Dip. N.Z.L.S.) should be changed to incorporate specialised options in school librarianship;

(b) Similarly, options in school librarianship should be incorporated in the present certificate course, as library assistants are already taking this course;

(c) A new course should be established, qualifying those who complete it for professional status as school librarians.

We envisage that this latter course would be set up by the New Zealand Library School (and we are anxious that the present uncertainty which surrounds the future of the library school should be clarified in the near future) as a 1-year, full-time course, open to trained teachers, and to trained librarians with suitable qualifications and experience. There will still be a need for ancillary staff in the school library, and library assistants—with a general grounding such as the NZLA Certificate—would be necessary to support the work of the librarian.

The working party recommends:

8. *That a 1-year full-time course be set up in the New Zealand Library School, open to trained teachers and to trained librarians with suitable qualifications and experience, qualifying those who complete it for professional status as school librarians.*

9. *That in order to provide appropriate training for professional librarians and library assistants employed in schools, options in school librarianship be included in the diploma and certificate courses conducted by the library school.*

Apart from the training required for school librarians and library assistants, there is a further need for basic library training for all teachers in order that libraries in schools may be most effectively used. We believe that the institution of a minimum course is required in teachers colleges and we would hope that this course would form part of a course on the use of learning resources as a whole.

Accordingly we recommend:

10. *That teachers colleges institute a basic course for all students in the use of books, libraries, and other media.*

The report, *Libraries in Education*, makes a number of detailed recommendations on staffing, buildings, grants, and related matters which we do not wish to take up here but which we believe to be important recommendations worthy of careful study by those with responsibility for library development. We believe, however, that the emphasis in our report on the continuing nature of education makes it inevitable and indeed desirable that public libraries will be increasingly involved in the educational process. Once formal schooling has ended, the public library is the one institution which can provide books and information to assist the process of continuing education—whether it is of the individual working on his own or of a group of individuals associated in some collective endeavour.

A noticeable trend has been the decreasing use of public libraries for meeting purely recreational needs ("pastime" use), and an increasing use of public libraries for educational, informational, and cultural needs ("purposive" use). This is the result of the increased size of our population, and its movement to cities; the greater spread of secondary and now tertiary education, and changes in content and methods of learning; a rapid rate of change in society and technology; a rising standard of living, increased leisure, and in particular the effects of widespread car ownership; and the growth of what may be called the mass media of communication, especially radio and television, but not excluding popular journalism and magazines catering for special interests.

As well as providing for this shift of interest on the part of the reader, public libraries are now lending an increasing range of non-book materials. While the printed word in book form will remain the principal public library resource, the provision of information on the newer audio-visual forms (or non-print media) has become an important adjunct, and will have a key role in information systems of the future.

One of the services public libraries naturally see themselves as providing is information service for their community; however, it is probable that many citizens are not aware of this. The community, in an increasingly technological age, is going to need better information services; the trustees of the National Library have recently had a report from a specially appointed committee recommending the creation of a Scientific and Technical Information System (called SATIS; see chapter 19 of this report) which would use all library resources, including those of the National Library itself (as the centre of SATIS), university, departmental, and other special libraries, as well as public libraries. Public libraries are expected to play an important part in SATIS, the main city libraries serving as regional centres and others serving as the user's initial point of entry into the system. Essentially, the scheme means mobilisation of the nation's information resources into a network of information centres. The public library will be the focal point for the inquirer and potential user.

Ancillary Staff

We have emphasised that if libraries are to be used most efficiently they should have trained staff. Similarly, if learning resources, which in some cases are expensive to provide, are to be used effectively then there is a need for teachers to have the support of ancillary staff, as well as a reduction in class-contact time (as recommended in chapter 7: Secondary Education), to enable selection, evaluation, and adaption of programmes.

In the primary service there is no set time allocation for ancillary staff to support teachers in their use of educational equipment. Primary schools are allowed a set number of hours of ancillary aide assistance depending on the size of the school and its special needs. The use of ancillary staff is flexible but it is likely that they will be increasingly involved in facilitating more effective use of resources by such activities as working in libraries, operating equipment, and assisting the director of resources with the functions described earlier. The Government has recently approved a widening of the areas in which ancillary staff may be employed in secondary schools. These include the maintenance of equipment generally and the setting up and dismantling of teaching equipment. A school's ancillary staffing entitlement may also now be used over a full calendar year.

In the future, greater emphasis on learner-based education, and generally increased use of all resources is envisaged. Changes in methods and resources will require changes in teaching practice, in particular, teachers will find that their jobs involve more preparation, planning, and management of resources. Ancillary staff will be used in a variety of ways with teachers directing the overall programme. The recruitment and training of adequate ancillary staff will assist materially in improved use of present resources and in the diffusion of innovations. The present draft form 1–4 social studies syllabus is an example of planned change which will only be translated into the classroom if a number of conditions are present, including support in the selection and use of resources at the local level.

The working party recommends:

11. *That as an interim measure, immediate provision be made for a substantial increase in the present ancillary staff entitlement for both primary and secondary schools, and in tertiary institutions where such entitlement is provided.*
12. *That at all levels there be a specific allocation of time for ancillary staff to support teachers and lecturers in the preparation of teaching materials, the use and maintenance of equipment, and in associated tasks.*
13. *That ancillary staff be actively recruited and paid rates which reflect the level of expertise which they possess and the need to provide an attractive alternative to other employment opportunities.*

Teacher Education

It is hard for teachers to keep pace with advances in learning resources and methods of instruction. The potential of the available resources is often unrealised through a lack of knowledge, of confidence, and of specialised training i. their application to learning situations. Teachers at both the pre-service and in-service stage need to be aware of the potential of learning resources in meeting specified objectives, and to be given training to produce confidence in their selection, preparation, and use. In particular, as new resources become available, in-service courses should precede, or coincide with their distribution to schools. As far as training in the use of audio-visual materials is concerned, increasing emphasis is being placed, in the pre-service training of teachers, on the effective use of audio-visual media.

Advances are being made in the establishment of positions and provision of improved audio-visual media courses at teachers colleges. It is important that all teachers receive a course of sufficient scope to provide a basis for effective and informed use of resources, to which elective options may be added for further specialisation. Through Massey University some training in theoretical aspects is available for candidates for the Diploma in Education.

In the in-service area, a scheme has been initiated whereby selected teachers will be trained in teachers colleges, and then return to their regions to establish local courses. This scheme has led to several courses in the Auckland region during 1973, but much wider provision of training at all levels of education is needed.

Teacher education is an essential prerequisite to more effective use of resources and techniques of instruction. We believe that a basic course providing adequate study of the technology of education, the impact of technology on education, and the application of technology to education should be taken by all student teachers. Use of a variety of learning resources by lecturers when teaching their own subject in pre-service and in-service courses would increase confidence among teachers as well as spread knowledge about the availability and application of resources. This implies that provision is needed for lecturers to keep up to date on the resources available, methods of instruction, and success in use. Specialist educational media staff should be appointed to all teachers colleges, not only to mount courses and disseminate information on resources, but also to co-ordinate and assist with investigations involving the use of devices in subject areas.

The working party recommends:

14. *That all student teachers be given courses including study of the technology of education, the impact of technology on education, and the application of technology to education.*
15. *That use of a variety of learning resources be integrated into all teacher education subject courses.*
16. *That increased emphasis be given to providing early opportunity for teachers to have in-service courses on the application of learning resources to the achievement of curriculum objectives.*

Central Support

In the next decade it is probable that resources will include devices to facilitate large-group teaching as well as equipment designed to assist self-learning and programmes of individual instruction. Increased attention to diverse educational needs, the consequent cost of the resources required, and the efficiency of their use, imply that a systematic approach to the production, distribution, and evaluation of these learning resources is necessary.

There are several agencies involved in the present arrangements for providing audio-visual materials for teachers and for training in the use of these materials. The sections of the Department of Education involved are the National Film Library (provision of films, tapes, and recordings), the Visual Production Unit (provision of filmstrips, slides, charts, pictures, and overhead projector transparencies), the School Publications Branch (provision of pictures, bulletins, handbooks, and journals), the Curriculum Development Unit (planning and selection of materials and in-service training), and the inspectorate and advisory services (in-service training).

In 1964 the increasing importance of audio-visual media was recognised by the appointment of a curriculum officer (audio-visual). In addition to acting in an advisory capacity on professional matters relating to the proposed new developments, this officer is active in the field of in-service training for teachers, producing teacher guide materials, and co-ordinating the work of his fellow officers in previewing films, filmstrips, slides, and transparencies. He also supervises the professional aspects of the work of the National Film Library and the Visual Production Unit. Teachers are involved in development work with audio-visual media and serve on various committees concerned with teaching media. Both the New Zealand Educational Institute and the Post Primary Teachers' Association have active audio-visual aids committees.

The National Film Library, with headquarters in Wellington and branches in Auckland and Christchurch, has 6,000 regular borrowers, holds some 8,500 different films (33,000 prints in all) and 6,000 records; it also operates an audio-tape duplicating service for schools. Since 1942 the filmstrip section of the National Film Library (now the Visual Production Unit) has been providing filmstrips and slides to schools and teachers colleges. The unit now holds approximately 1,230 filmstrips, mostly imported. There are filmstrip libraries in each of the ten education board districts and in seven teachers colleges. Up to 300 copies of each filmstrip are produced or purchased and copies sent to the libraries; the remainder are available, heavily subsidised, for sale to schools which are encouraged to build up their own libraries of filmstrips.

The working party believes that there is a need for a co-ordinating body to plan the further development of learning resources in New Zealand. Planning, selection, and use of resource materials is closely related to the fields of teacher education and curriculum development. Any organisation established should ensure close and continuing relationships between these fields. There has, unfortunately, been a world-wide trend for the use of audio-visual aids to develop in a largely unco-ordinated fashion. New resources are too often obtained according to the fashion of the moment and used to support traditional teaching approaches. Too little attention is paid to determining the appropriateness of resources in fulfilling curriculum objectives, and to the evaluation and dissemination of success and failure. Audio-visual media such as 16 mm projectors, overhead projectors, radio, and television cannot fulfil their potential when information about their ability to meet specified learning objectives is not disseminated; when teacher training in their use is inadequate; and when the comparative value of various media and other resources in differing situations is not evaluated. Before any commitment is made to considerable expenditure on new resources there should be adequate planning to ensure that they will be used effectively, and that the same expenditure on a different mix of resources will not be more appropriate to the desired learning outcomes.

As noted above, the Department of Education is a major provider of learning resources. At present the purchase, selection, commissioning, lending, advertising, and recommending of resources are carried out by different sections, each with its own policy. Some resources, for example, transparencies and tapes, are handled by more than one section. It is possible that yet another section will be set up to handle educational television. The School Library Service spends about $240,000 a year on books, yet this valuable service has no formal link with the Curriculum Development Unit, or with any of the department agencies providing resources.

There has been no survey of trends in Government expenditure on various forms of resources, or any policy formulated for their overall development. This cannot be done until an officer of senior rank within the Department of Education is given the job of co-ordinating the development and use of resources at all levels. As we see it, his duties would include the planning of a resources programme to match developments in curriculum with the provision of resources of all types—those made by teachers, those available for purchase, and those given or lent by the department. This would involve evaluation of resources and method of using them. In passing, we have noted that the Karmel report, *Education in South Australia*, has recommended that such responsibilities in the

Department of Education of that state should be headed by a Deputy Director-General assisted by three directors in charge respectively of recruitment and personnel, finance and administration, plant and equipment.

The officer we have recommended would be the head of a resources unit within the Department of Education, the main function of which would be to support schools in their use of learning resources. We envisage that this new unit would encompass the functions of the present National Film Library, Tape Library, Record Library, Visual Production Unit, School Publications Branch, School Library Service, and Broadcasts to Schools. As well as co-ordinating the work of these various services, a resources unit would act as a clearing house for ideas and methods of running courses, provide liaison with teacher education and curriculum development organisations, and promote the interchange of information among teachers. It would recommend, develop, and evaluate resources appropriate to given learning situations; and in addition it would establish and service the teachers centres referred to earlier, as well as promoting the formation of school resources centres, providing on-site training for their staff, and maintaining close liaison with them. The unit could also sponsor the production of television, radio, and other audio-visual resource materials. Accordingly, we recommend:

17. *That a resources unit with responsibility for the learning resources field be established within the Department of Education.*

The working party believes that this new unit and the officer in charge of it could benefit from having the advice and support of a council which is widely representative of educational and lay organisations. Precedents for such a body exist in the National Advisory Committee on Maori Education and the National Advisory Council on Pre-school Education, and we believe that these bodies serve a useful purpose in promoting the flow of information and ideas both into and out of the Department of Education.

The function of such a council would be to provide co-ordination and liaison at the national level in order to support school-based activities. Its broadly-based membership would enable it to play an advisory role in such fields as; planning and co-ordination of development; production and distribution of resources; ordering priorities; facilitating research and innovation; and evaluation and improvement of resources. It would be serviced by permanent staff in the resources unit, and the director of that unit would be a member of the council, *ex officio*.

Accordingly, we recommend:

18. *That planning, development, implementation, and evaluation in the field of learning resources be co-ordinated at the national level.*

19. *That a council, representative of educational and lay organisations, be established to advise the Department of Education on co-ordination and developments in the field of learning resources.*

Educational Broadcasting

Up to this point, we have been concerned with improving the effective use of resources in general. Apart from distinguishing book and non-book forms, we have not discussed particular learning resources. However, we wish to comment briefly on one resource which has received considerable attention in recent years—educational television.

The common use of the general term "educational television" tends to obscure the complexity of the applications of this medium, which may involve: network transmission to schools, either direct, or recorded and replayed; preparation of educational materials by educational groups, either centrally or locally; closed-circuit transmission or recording for transfer of information or analysis of activities; and network transmission of programmes for instructional or sociological purposes in continuing education. Various of these activities are occurring now; we will restrict our comments to the application of the medium in schools, and in continuing education.

Compared with other audio-visual resources, television requires a large outlay, and at a time of great expansion in the demand for basic educational services—teachers, books, buildings—it has been difficult to justify the funding for large-scale educational television experiments in schools. In 1970, a Committee of Inquiry into the Uses of Television in Education was set up, covering both broadcast and closed-circuit television at school, higher, and adult educational levels. That committee saw audio-visual aids, and television in particular, "as a means of improving the quality of education rather than effecting economies in educational expenditure"[*]. It recognised the importance of keeping a proper balance between innovation and existing activities in the audio-visual field, a view which we have implicitly endorsed earlier in this chapter.

More recently, the 1973 Committee on Broadcasting stated that "cost alone will preclude New Zealand from doing, here and now, all those things (in the field of broadcasting) that may seem desirable"[†]. While accepting this view, with its implication that early and comprehensive use of broadcast educational television for schools is out of the question, the working party believes that there is a place for properly evaluated pilot schemes in schools to assess the part educational television can play in New Zealand education, and to prepare the way for local programme production. We also strongly endorse the Committee on Broadcasting's view that "the imaginative handling of continuing education would contribute a great deal to the enhancement of life within New Zealand". If continuing education is to be given the emphasis which the working party believes it should have, it is important that a realistic amount of broadcast time be allocated specifically to continuing education programmes.

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[*] *Report of the Committee of Inquiry into the Uses of Television in Education.* Wellington: Government Printer. 1972.

[†] *The Broadcasting Future for New Zealand.* Wellington: Government Printer. 1973.

We have emphasised previously that the selection of learning resources should be related to specific curriculum objectives. Thus, any decision regarding the development and provision of educational television in schools should be seen in the context of learning resources as a whole, and be discussed and co-ordinated by the central organisation outlined earlier. Seen in this context, and in the light of our recommendation for flexible provision of resources to support school-orientated curricula, we are not convinced that priority should be given to widespread introduction of educational television. However, we recognise that there have been pressures for larger scale introduction of this medium, and should the proposed advisory body decide to press ahead with provision of educational television, a number of implications follow.

Broadcasting media are effective instructional tools with educational advantages, but overseas experience shows that without proper planning and implementation, the benefits of radio and television as educational media can be nullified. The statutory bodies in education and broadcasting should have clearly defined roles to ensure effective co-operation between the two. If the needs of the community are to be served, then effective working arrangements between broadcasters, educators, and community representatives will be required to decide and plan appropriate programmes.

Because of the diversity of television usage in education, the necessary involvement of the networks as carriers of both adult education and school programmes, and the decision to allow control of networked educational broadcasting to remain with the broadcasting agencies, it becomes important to have a body with authority to initiate, advise upon, co-ordinate, and evaluate materials relevant to all receiver groups. Such educational provision could be made within the resources unit (recommendation 17) by creating a section to be deployed solely in educational broadcasting. This section would provide valuable liaison with and between those agencies, as well as being a national clearing-house for all matters connected with educational broadcasting. Members of its staff could be attached to the broadcasting agencies to advise producers on the content and concepts of these agencies' educational programmes. A likely consequence would be a pooling of the agencies' ideas and commitments, thus obviating duplication of material but ensuring complementary programming in this area.

Parallel with these advisory activities, and implicit in the title "resources unit", must be the provision of facilities and expertise for the eventual production of educational materials independently of the networks. Educational media are most effective when planned for and applied to specific educational needs. With the likelihood of cheap and readily-available video-cassettes in the near future, provision of easy-access audio-visual material for teachers' selective use would need to be a priority. In fact, the inflexibility of direct reception of broadcast programmes is likely to preclude widespread introduction of ETV until recording and replaying facilities become generally available at an economic figure.

Overseas educational television broadcasting experience indicates that this form of broadcasting should be separate from the general production area of a network service. The changing patterns of education, the specialised educational and broadcasting skills required, the recognition of current trends, and the growing use of technological resources require a specialised staff working solely in this field. Therefore, educational television should have its own studios, staff, and equipment.

To promote effective use of educational television in schools, overseas agencies have recognised the need for close liaison with teaching staff. A flexible employment policy, allowing secondment from the broadcasting agencies and/or the teaching profession to augment the permanent production teams, is desirable. Thus, training courses for teachers who will work with production teams will be needed at an early date.

There is no clear-cut line between educational and other programmes, particularly in the field of continuing education. Broadcasting agencies should not be discouraged from producing educational programmes—quite the reverse should occur. However, co-operative planning between educational interests and production teams will be desirable as a part of the preparation of such programmes.

The working party recommends:

20. *That no decisions regarding the commencement of educational television in schools be made before the establishment of a national co-ordinating body. Pilot schemes and the level of introduction of educational television should be decided by this body.*

If a decision is made to proceed with the introduction of educational television, the working party recommends:

21. *That an educational broadcasting section be established within the resources unit with responsibility for initiation, preparation, and evaluation of educational programmes, and for advising and establishing liaison with broadcasting agencies.*

22. *That educational television have its own production studios and that a career structure be established for educational programme production staff.*

23. *That in the new broadcasting structure, there be—*

    (a) *Provision for effective co-ordination and co-operation in the field of educational broadcasting by establishing working arrangements whereby educational authorities and other interested parties participate as appropriate, in the selection, planning, and evaluation of educational programmes;*

    (b) *Minimum periods of broadcast time set aside for continuing education programmes.*

Chapter 15 BUILDINGS

In several different contexts in this report we have stressed the need for flexibility in the provision and design of buildings. The emphasis on the school as a professional unit implies that there should be some room for individual differences in the use of school space which would reflect the particular needs and programmes of the school. It is implicit also in our discussions on the curriculum and on resources that curriculum programmes, methods of teaching, and concepts of resource organisation are changing so rapidly that physical provisions which facilitated approaches which were new and in favour yesterday, may become a hindrance or embarrassment to the new requirements of tomorrow. In these circumstances it is impossible to provide architectural solutions to educational problems unless these solutions are based on the concept of maximum flexibility of design and ease of reconstruction. But there are likely to be other problems in the provision and adaptation of educational buildings which arise from the concept of continuing education. Community colleges need to be planned and housed, but the concept itself is still in the developmental stage and is bound to change. It is the same with the community centre concept based on the school: its future cannot be determined until experience has indicated what facilities are likely to be most useful, and in what ways present buildings can be adapted with a minimum of cost and delay.

Another aspect of educational building which bears heavily upon the effectiveness of learning and teaching is the need to have adequate space and provisions in order to implement new policies or to cope with increasing numbers. The teacher who has to cope with a substandard prefabricated room is not concerned about the niceties of design or the adaptability of teaching spaces—he has a much more elemental need (although in fairness it should be pointed out that this situation is becoming less common as relocatables are being increasingly used). It would be easy to gather and list complaints about buildings or extra classrooms not available on time, and there is no doubt that from the point of view of the individual school this can be educationally damaging. It can force a school to expand in numbers of pupils far beyond the reasonable provisions allowed for in the original planning. Quite apart from teacher frustration, there is also parental concern, for parents are not insensitive to the implications of sending their children to a school which may be carrying up to 50 percent more than its optimum capacity. While this situation has not been unusual in the past, it can result from a culmination of many circumstances, some of which are not within the control of either central or local educational bodies.

But having pointed to the areas of present (and future) concern, it must be added that we realise that the problems involved in providing adequate buildings in an expanding school population, at the time and in the place where they are most needed, have been very complex and part of the much larger problem of financing and providing major capital works in the country as a whole. It is doubtful whether most teachers have much appreciation of the intricate ramifications of educational building, and as a working party we have not attempted to enter into this area, which properly belongs to the Working Party on Organisation and Administration. Nevertheless, we think that one implication of the central theme of our report can be stated as a general principle: that delegation of authority in the provision or adaptation of buildings should be passed as far "down the line" as is consistent with the overall responsibility of central authorities. In other words, the closer the decision-making process is to the school concerned, the more likely it is that the needs of particular schools can be understood and catered for. By the same token, schools are more likely to understand the implications and ramifications of their requests (or complaints) if they are dealing with a local or regional authority which must preserve its own credibility with reasonable explanation and justification for its actions.

The Present System of School Building

This is not the appropriate place to detail the practices and policies of the Department of Education and education boards in relation to school buildings. In brief: in the pre-school area, minimum standards are set for independent kindergartens, independent playcentres, and day nurseries by the Department of Social Welfare and for playcentres and kindergartens by the Department of Education; in the case of kindergartens, basic plans (with some variations possible) are available from the department. For primary schools, the 10 education boards are responsible for drawing up of plans within a code set down by the department, the building code, and local bylaws. Secondary school buildings are the direct responsibility of the department itself—and technical institutes and teachers colleges have normally been built in accordance with a brief approved by the Department of Education although they are specifically designed to meet the needs of particular areas.

Our major concern is with flexibility and the question we ask is whether, within the present arrangements, it is possible to design for flexibility and some diversification to meet local needs or wishes. We have, in fact, put this question to the Department of Education and asked for examples of such flexibility and diversification. While the data we have received, and the discussion we have had with officers of the department, cannot be easily summarised, we have at least formed one clear impression: that it is not lack of ideas or sensivity to the need for architectural innovation which inhibits the amount of flexibility which is possible, but rather the inadequacy of the mechanisms for handling the development of, and the flow of information about, new designs, materials, and building techniques. Taken over the country as a whole, there is ample evidence that within the constraints imposed by finance, the school population explosion, and specialist staffing there has been a genuine attempt to design schools which can meet the requirements of contemporary school organisation and practice. If one looks at the latest designs (for example the S 68 secondary school at Ashburton or the new-type intermediate school to be built at Ponsonby) there is evidence of planning which takes into account the changing needs of the school.

Unfortunately, it is not so easy to update existing schools and one of the implications of introducing a new code, such as the 1970 code for primary and intermediate schools, is that substantial resources must be committed to extensive remodelling programmes. It has been pointed out to us that this policy may inhibit the development of flexible buildings in two ways. First, because the implications of a new code on existing buildings must be taken into account, and the consequent costs of remodelling kept within manageable limits. Second, because the proposition that schools should have the same facilities may be extended to mean that they should be in every way identical. It could well be that with more school involvement in the remodelling process, a school might opt for the retention of rooms smaller than those provided in the code and use the total teaching area allowed in a way suited to its own needs. Whatever solutions are possible, we are concerned that they should allow for a maximum of flexibility in organisation.

The School Development Group

It does not take long, in any investigation of reasons for failures to take full advantage of the opportunities which already exist for flexible development, to run into the problem of insufficient staffing whether at departmental or board level. This problem is related to the whole field of organisation and administration and we do not intend to pursue it in this report. But there is one aspect which is particularly relevant to our interests, and that concerns the School Development Group of the Department of Education. The original School Development Group was established in 1955 and comprised a small secretariat consisting of the school development officer and three others. It was established to co-ordinate the department's efforts in the development of better school design and now consists of the executive officer, buildings (development); the assistant executive officer, buildings (development); two investigating officers; a school furniture officer; and two clerical officers. In addition, it has attached to it a development architect.

The group has a responsibility to establish standards of construction; it actively promotes better school design by assisting designing architects in education boards and elsewhere with detailed information as to teaching requirements; it is concerned with the control of costs of buildings and the administration of the white lines policy for primary and intermediate schools; it establishes standards for equipment and is involved in the design of furniture; and—as an increasingly important function—it is responsible for development plans for secondary schools.

We spell out the responsibilities to highlight the fact that we believe that this division should be very greatly strengthened. It could, and should, play a much greater part in the development of new and flexible designs and in trying out and providing advice about equipment, but these are unlikely to happen unless its staffing is expanded considerably to facilitate what seems to us to be a key function in the whole realm of improvement of the contexts within which learning and teaching can become more flexible. We understand that proposals concerning the whole of the buildings division are under consideration, and feel that it is therefore timely to emphasise our concern. While it is hardly our place to attempt to specify how the strengthening of the group can best be achieved, we believe that it needs at least a buildings research unit, editorial staff to provide for the flow of information on new developments to relevant bodies, provision of some means by which it can have much closer contact with overseas development units, as well as an increase in the technical staff necessary to allow for more attention to exploratory activities in the whole field of development. We recommend, accordingly:

1. *That the School Development Group be strengthened substantially to allow for more research and exploratory activities in all aspects of school design, and to facilitate the flow of information about new developments through regular publications*

School Responsibility

One of the clear impressions which emerges from a study of the ways in which school buildings are planned is the need for very close collaboration between the architect, the administrator, and the teacher. It is one thing to press for a change in teaching methods, staff organisation, or resource usage: it is quite another thing to forsee and plan for the material consequences of these changes. For example, a reduction in formal contact hours involves more workroom space for teachers and the provision of spaces for independent study by pupils; a school resource centre implies storage and demonstration facilities as well as a workspace for the special resources staff member; a school-based curriculum implies suitable meeting rooms for teachers—as also does in-service education within the school; an emphasis on flexible groupings of pupils implies areas which are set aside specifically for this purpose rather than areas which must also serve as work areas.

There are obviously many more examples which could be taken from the various changes mentioned throughout this report. It is obviously not the job of the architect, as such, to forsee changes in teaching requirements or to translate very general educational trends into specific designs. Nor can he be expected to operate on such a general concept as "flexibility" without some idea of the spaces and functions involved and the manner in which they are likely to be used. This is a responsibility which must be borne by the principal and his staff as they plan the total school programme. If there is to be more flexibility in the use of the space provided, then it is clearly important for decisions to be made which reflect the considered judgment of all those involved. It is also important for teachers to challenge their own basic assumptions and ask themselves whether some of the traditional provisions are necessary (for example, an assembly hall) or whether there are important functions not provided for (for example, social spaces for pupils).

While emphasising the responsibilities of teachers, we also recognise that where changes in building design involve changes in teaching methods or class organisation (for example, in an open-plan design), teachers should be well prepared for such changes through appropriate in-service courses.

One matter which arises from this concerns the extent to which teachers—or more broadly the "professionals" in the education service—are involved in the process of school planning. We realise that there is consultation and that, for example, representatives of the teachers are associated with the district senior inspector in assisting a board's planning committee, or that the teachers' organisations have assisted in the planning of prototype schools.

But we think that there is probably room for the setting up of joint study groups in which teachers with experience of (and a flair for) translating teaching needs into building requirements should meet with architects and administrators on a regular basis in order to discuss the specific needs of teaching in relation to design. In other words, to the extent that school architects must become amateur educationists, so some teachers should be encouraged to become amateur designers. In the long run we would prefer to see school building specialists with both professional skills in their background, but at least we could take the first step. An allied, and more straightforward step, would be to add an educationist, with particular strengths in the field of curriculum innovation and teaching techniques, to the School Development Group. We therefore recommend:

2. *That school districts encourage the setting up of joint study groups in the area of school design, and that regular in-service courses in this area involving members of the relevant professions be provided.*
3. *That an educationist with special knowledge in the area of curriculum and teaching method be appointed as a regular member of the School Development Group.*

PART D BEYOND EQUALITY: EDUCATIONAL PROVISIONS ACCORDING TO NEED

The three major areas which have been given special consideration over the years are still in need of expansion and consolidation. Although they are treated separately, there is considerable overlap; in particular, chapter 17 on Psychological, Guidance, and Support Services and Children with Special Needs covers a wide range of services and needs, including the areas covered in the other two chapters. Provisions for rural children have been a special concern in New Zealand education, but there are still some aspects which warrant further attention and we discuss these briefly. Maori education has been the subject of widespread discussion and publication, and we draw attention to what appear to us to be the major aspects of this discussion.

Chapter 16 MAORI EDUCATION

There remain within our education system a number of areas which give rise to particular concern, and one which consistently attracts public attention is Maori education*. We received a number of detailed submissions on Maori education and we also requested a study group to prepare a report for our consideration†. From the information presented, and from our own deliberations, we concluded that while a number of positive moves have recently been taken by individual schools and by the Department of Education there are still areas within which we think it important to make specific recommendations, even though some of them may be reinforcing activities which are already being undertaken.

The report of the Commission on Education (1962), followed by reports from the New Zealand Educational Institute, the New Zealand Post-Primary Teachers' Association, and the National Advisory Committee on Maori Education, clearly focused attention on the under-achievement of Maori children in our schools. The commission said:

> In the Maori people lies the greatest reservoir of unused talent in the population. The benefit that could finally accrue in the field of race relations, if the Maori could play the important part in all areas of the community that his numbers warrant, needs no emphasising.

Over a decade later we believe that such a statement remains substantially true and continued efforts are needed to provide an education which is able to stimulate and motivate Maori children and adults.

In its report on Maori education, the National Advisory Committee stated that there is a need for the Maori's self image to be enchanced by the knowledge that cultural differences are understood and accepted by those with whom he associates, and to that end we believe that within the educational system there is a place for the education of all New Zealanders about things Maori. We agree with those who say that the Maori people as *tangata whenua* or original inhabitants have a vital contribution to make in the further development of our national identity and the cultural enrichment of the community. Education has an important function in developing social awareness of what it means to be a New Zealander and in fostering the growth of a society in which diversity of cultural background is a strength rather than a weakness. We believe that what is needed in the immediate future is for teachers, parents, and administrators to work together with a conscious desire to foster goodwill and co-operation among people of differing background. There is a need for flexible rather than dogmatic attitudes; and flexibility of attitude is not a matter for recommendation, legislation, or regulation. We accept that the greatest responsibility for change must lie with the pakeha majority, and particularly with those who hold positions of authority, but there must also be a willingness on the part of the Maori community to make use of the opportunities for development which are provided.

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*In this chapter we deal solely with the education of the Maori people except for a note on the education of Polynesian immigrants at the end of the chapter.

†This study group report, *Maori Education*, is being published as a separate document and contains a number of detailed recommendations which we believe are worthy of consideration.

Teacher Education

The changes envisaged by the working party have important implications for teacher recruitment and for teacher education, both pre-service and in-service. It is important that an increasing number of Maori students enter teachers colleges and it would be unfortunate if inflexible academic criteria were to militate against the admission of able Maori applicants, particularly those with a knowledge of the Maori language. As an interim measure, native speakers of the Maori language should be encouraged to enter teaching and such entrants should have a period of training leading to certification as teachers of Maori language.

Within the teachers colleges adequate provision should be made for all students who wish to specialise in the fields of Maori language and culture. In addition, courses covering the cultural background of the Maori, as well as patterns of learning and appropriate teaching techniques, should be available to all students. Some attention is already being given to these areas of study, but we believe more effective teaching will result if considerably more time can be devoted to these areas. We realise that increasing pressures are being brought to bear upon teachers colleges with respect to course content; but within the framework of the society which teachers will help to create, an appropriate background in Maori culture should be given due prominence. The working party also recognises the difficulties experienced by the teachers colleges in obtaining suitably-qualified staff.

In-service courses concerned with understanding and catering for the needs of the Maori child should be provided within selected schools. It is impracticable to recommend that all teachers undertake such courses, and priority should be given to areas where there is a large number of Maori children in schools and where the relevance of such courses is likely to be greatest. More specialised advanced-level subject courses should be conducted at Lopdell and Hogben Houses and attention could be given to the establishment of an in-service training centre adjacent to a marae. This would have the advantage of allowing the teachers involved in the courses to mix freely with Maori people and so develop a greater understanding of Maori custom and tradition. Greater attention also needs to be given to the teaching of English. This requires special skill and may best be undertaken by teachers already experienced in working with Maori children who could then undertake a specialised course conducted at a teachers college or university.

While we believe that developments in teacher education should have priority, we recognise that initially problems will arise from a lack of academically-qualified staff and a scarcity of resources. While we appreciate these problems, we do not believe that they are insuperable and accordingly recommend:

1. *That urgent attention be given to upgrading pre-service courses and extending in-service courses to provide for more extensive study of:*
   (a) *The learning patterns of Maori children;*
   (b) *Maori language and culture, and ways in which these can be integrated into and taught in appropriate fields of study.*

Curriculum

In the field of curriculum the working party received very strong representations calling for the teaching of Maori language to *all* pupils. While we do not favour the introduction of compulsory Maori language teaching we believe that in primary schools there is a need for the teaching of all pupils in the rudiments of the Maori language with special emphasis on pronunciation, and that in secondary schools Maori language should be offered as a genuine option wherever possible. In addition, Maoritanga should form an important part of the curriculum in all schools, especially in social studies, physical education, music, and arts and crafts. It can be argued that such changes to the curriculum will be of little relevance for children in an area with a small Maori population, but migration patterns show that, increasingly, Maoris are shifting to areas which they have previously not populated to any great extent. There is also much internal movement of people within New Zealand and a child educated in a largely non-Maori area may later move to an area which does have a greater Maori population; such a child would be assisted by knowledge of the Maori gained from his earlier schooling. The important point, however, is that for an understanding of other cultures to be fostered by schools it is essential that children be shown the differences which do exist between different cultures and races.

Beyond this basic level of course content, a school might well develop more extensive programmes of Maori language teaching and Maoritanga depending on the expertise of the teaching staff and on community support. Where there are significant numbers of Maori children or where a community demand exists, Maori could profitably be used as a medium of instruction in appropriate subjects. The mass media, especially television and radio, have an important role to play in the education of both children and adults about things Maori and programmes should illustrate the cultural diversity of the Maori people and other ethnic communities rather than concentrate only on a few aspects such as song and dance. We recommend:

2. *That in appropriate subjects and to the greatest extent possible, Maori language and culture be included in the curriculum at all stages of the education system.*

Early-childhood Education

Changing geographic and social factors result in a greater number of Maoris living in urban areas and attention needs to be given to the provision of early-childhood education for Maori children in towns and cities. If, in urban areas, this education could be provided at a community centre there would be wide social advantages. This centre (which is mentioned also in chapter 5) would have the community actively involved in its running and could become a meeting place for children and parents where recreational and cultural pursuits could be followed, where library books could be obtained, and where consultations could occur with doctors or other social workers.

Where kindergartens and playcentres already exist or are to be established every effort should be made to involve the parents of Maori children in their running. In rural areas where the extended-family concept of the Maori is still strong there may not be a need to provide a new facility unless this is the expressed wish of the community, in which case the local community should be fully consulted as to siting and organisation. As with other teachers, the training programmes of those working in the early-childhood field should include a component of Maori language and culture. We recommend:

3. *That the particular needs of Maori parents and their children be taken into account in the provision of facilities for early-childhood education.*

Vocational Education

The working party believes that the report, *Maori Adult Education*, presented to the National Council of Adult Education in 1972 is both comprehensive and far-sighted. The report reiterates an earlier recommendation of the National Advisory Council on Maori Education which we believe is most important:

> That the number of courses and trade training schemes for Maori youths be further extended, that a wider range of skills be taught, that more schemes be open to girls as well as boys, and that the courses be open to young Maoris from urban as well as rural environments.

In the long term, measures taken in schools will have an effect on the motivation of the Maori pupil and the need for purely vocational courses may well diminish, particularly with the extension of courses available at technical institutes. The need does exist at present, however, and it must be catered for.

The report further states that:

> One of the results of generally lower Maori attainments in school is that a substantial number of Maori teenagers, among them many of high ability, leave school early and unqualified. Responsible positions normally require skills in communication, and Maori workers may find themselves trapped by a restricted use of English which does not lend itself to dealing with more than concrete and immediate situations.

Such a situation calls for the extensive provision of "second-chance education," with particular emphasis on language development, and opportunities for second-chance education should be adequately publicised. Indeed, there is room for much improved communication at an earlier stage within schools, as many Maori pupils are unaware of the vocational opportunities open to them, especially of courses at tertiary educational institutions. It may well be that merely publicising the opportunity for second-chance education is not enough. Itinerant tutors could be appointed in certain areas to actively recruit and encourage the attendance of adults who could benefit from such courses.

We recommend:

4. *That the vocational needs of the Maori in both urban and rural areas be catered for by an extension of pre-vocational and vocational courses, and greater provision of opportunities for "second-chance" education.*

Lifelong Education

Lifelong education also has been well covered in the report, *Maori Adult Education*, and more recently in the UNESCO report, *Lifelong Education*. It is worth noting, in passing, that the Maori *whare wananga*, house of learning, constituted a well-established system of lifelong education long before the term became fashionable in mid-twentieth century New Zealand.

As the UNESCO report points out, urbanisation has taken the Maori "chiefly into new housing areas with woefully inadequate community and recreational facilities". There is an urgent need, therefore, for an indeterminate type of provision which includes welfare, recreational, community, and educational facilities. This would be the same facility which was earlier advocated as being suitable for the provision of early-childhood education. Where it is impossible or impracticable to establish new centres, provision should be made by central and local government of facilities which would encourage greater numbers of people to participate in further education.

It is likely that community colleges will play an increasing role in the provision of facilities for both vocational and lifelong education. Statements made in the report, *A Hawke's Bay Community College: A Feasibility Study*, are welcomed. The report quotes "a phrase (which) recurred in discussion with several Maoris on the circumstances under which they did their best work . . . *turanga wae wae*—the place where I can put my feet". From this the report goes on to state that "the community college should be both a place to which people go for various educational purposes and a centre from which services go out". The last statement is particularly important. It is vital that the types and location of courses be adjusted to the needs of the Maori people. The UNESCO report also mentions "that lack of confidence (being shy or *whakamaa*) may restrict many Maori people . . . Accomplishment within their own group is important".

The types of courses which might be conducted are discussed in the *Maori Adult Education* report, chapter 4 (Some Adult Education Needs of the Maori), and include: some aspects of Maoritanga, parent education, home management and maintenance, and civic education. We recommend:

5. *That urgent attention be given to the establishment of courses and facilities based on community colleges, community centres, or secondary schools, which provide for the varied and particular needs of the Maori people.*

Research

We welcome the impetus which has been given to research by the establishment of the Centre for Maori Studies and Research at the University of Waikato and the research programme on Maori schooling conducted by the New Zealand Council for Educational Research. We believe that it will be important for adequate funds to be made available by the Government for the continuation and extension of research projects in such areas as teacher and pupil expectations, factors contributing to under-achievement in Maori children, patterns of learning processes of Maori children, and bilingualism and Maori language retention. Such projects are likely to be of immediate benefit and will assist the growth of a better-informed teaching profession, which is more sympathetic to cultural and linguistic diversity, and better able to cope with problems posed by children of different background and outlook.

We have emphasised the need for innovation within the educational system and believe that it would be worth while if an experimental school were to be established based on a marae-community concept, with the school actually being built adjacent to the marae. The school would become a focus for the wider activities of the community, and would be used extensively by parents and others. If, as has been said, school is an alien institution for many Maori children and parents, then positive measures must be adopted to overcome this situation. We recommend:

6. *That the Government provide greater financial support for appropriate research projects and that an experimental school based on a marae-community concept be established to allow various programmes to be implemented and evaluated.*

The Education of Polynesian Immigrants in New Zealand

We are conscious that in our report we have had little to say specifically about the education of the growing number of immigrant Polynesian children within our New Zealand schools. This is not because we regard this as an area of little importance but rather because we were impressed by the attitude of Maori people with whom we had discussions and their emphasis on the importance of consulting the Polynesian immigrants themselves and thus involving them, as parents and as members of the community, in the education of their children. This is particularly important when many Polynesian people will have had little contact with an "education system" as such, and it is timely to stress this aspect of community involvement which is one of the main themes of our report. It may be appropriate to investigate the desirability of establishing some formal consultative machinery, akin perhaps to the National Advisory Committee on Maori Education, but the most valuable work will be at the individual school-community level, and we have been impressed by efforts such as the holding of Polynesian music festivals and speech contests which are designed to increase the contact between the home and the school.

We know that in some schools, particularly in Auckland, there are now large numbers of Polynesian children and we understand that some measures are already being taken in particular schools to assist teachers in their work. We are not in a position to judge the effectiveness of these measures and having made no detailed examination of the field we offer no recommendations for future development. We support in principle, however, the recommendations in the recent report of the *Committee on Communication between Schools and Parents* and we trust that careful consideration of these recommendations will ensure that developments are practical in nature and designed to assist schools and teachers in catering for the particular needs of Polynesian children.

Chapter 17 PSYCHOLOGICAL, GUIDANCE, AND SUPPORT SERVICES AND CHILDREN WITH SPECIAL NEEDS

The theme underlying this section of our report* is that help and guidance, of whatever kind, should be readily available to those in need of additional support to enable them to fulfil their potentialities. Our immediate emphasis is on children and young people whose future achievements and satisfactions will be influenced by the quality and nature of their experiences in early-childhood and the school years. Our concern, therefore, is not only for the influences of formal educational institutions but also for what happens in the family and the community. Some children will need little support beyond that given by the family, the school, and the community, but for others additional resources, both material and human, will be required in all three places. We are concerned with those adults, including parents, who teach, care for, or guide children, but we emphasise that, in many cases, there are limits to what can be achieved by them without the support and ready availability of specialist services.

Psychological, Guidance, and Support Services

We believe that psychological, guidance, and support services should be seen primarily as preventive, with the remedial aspect being secondary; and that the emotional, social, educational, and vocational needs of all children are the justification for their expansion. Because of the importance of the early-childhood years for subsequent development, the availability of services in those years, and in the infant-school years, is seen as particularly important. There are demands, however, for expansion of services within the community and at every level of the education system: submissions and representations to the working party make that very clear.

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*A study group was set up to prepare a background document for our consideration. Its thorough coverage of the field and its detailed recommendations warrant careful attention from those with a particular interest in, or concern for, this area, and accordingly it is published as a separate document entitled *Psychological, Guidance, and Support Services and Children with Special Needs*.

More support is needed in primary schools; recent developments in guidance and counselling have verified the value placed on such services in secondary schools; and the expansion of student welfare services at the tertiary level is needed. We are therefore recommending an immediate expansion in some areas, as well as a committee of inquiry to examine roles and inter-relationships of services and to consider ways of improving co-ordination so that the services are able to meet the needs of local communities, their families, and the schools.

Psychological, guidance, and support services are highly valued but they are unable to meet the demands placed on them. The Psychological Service of the Department of Education has, with expansion over the last decade, with close attention to the quality and qualifications of recruits to the service, and with an emphasis on full-time training, built up a sound reputation; however, the service must be expanded further and some of its functions examined. We recommend:

1. *That the Psychological Service be expanded substantially so that it can meet more readily the many demands placed on it.*

The Vocational Guidance Service is, by contrast, a service somewhat demoralised and without the status or stability of the Psychological Service; qualifications of the officers are generally lower, retention of staff is lower, salaries are lower, and training is inadequate. The service is sorely in need of upgrading. We recommend:

2. *That the Vocational Guidance Service be upgraded and expanded so that it can provide more effectively for the vocational guidance of adolescents and young adults and support the development of the guidance network in secondary schools.*

Visiting teachers, available mainly to schools in larger urban areas, have proved the great value of having teachers available to provide links between home, school, and community. We believe that visiting teachers will play an increasingly important part in helping children and adolescents whose progress and adjustments at school are affected by adverse factors outside the school and we recommend accordingly:

3. *That more visiting teachers be appointed and that where possible they service groups of schools on the basis of one visiting teacher to each secondary school (or pairs of schools in the case of smaller schools) and the intermediate, primary, and pre-schools around it.*

Although in this chapter of our report we make a number of recommendations which require urgent action, we consider that there is need for a comprehensive inquiry into all aspects of future planning for the development of psychological, guidance, and support services and the education of children with special needs. This is a particularly complex field involving inter-relationships between various Government departments, voluntary organisations, and statutory local bodies, and we concluded that the difficulties involved are greater than could be adequately handled by either a select committee or an inter-departmental committee. We realise that in recommending the setting up of a committee of inquiry we may be criticised for appearing to hinder progress but we note that in Britain a massive reorganisation of the social services resulted from such an inquiry, and we firmly believe that in New Zealand there is a pressing need for future expansion to be organised in a rational co-ordinated way. We therefore recommend:

4. *That urgency be given to the setting up of a committee of inquiry or similar body with powers to examine inter-relationship and co-ordination among psychological, guidance, and support services of Government departments such as Education, Health, Justice, and Social Welfare; of voluntary organisations such as the Crippled Children Society and the Intellectually Handicapped Children's Society; and of statutory bodies such as local and regional authorities and hospital boards.*

Community-based Services

Whether ordinary children or children with special needs are being considered, we firmly believe the emphasis should be on providing services within local communities. People who are in need of help should be able to obtain it when it is needed. Services provided within an educational context should support the family, strengthen links between home and school, help to make the school an integral part of the community, and work in co-ordination with other agencies. To support the family and to enhance a sense of community we advocate the development within communities of family homes, of the kind run by the Department of Social Welfare and voluntary agencies, where children in need of temporary care can be looked after. Such homes could have other functions such as that of homework centres and could develop in association with schools and community agencies.

We are impressed with arguments for regarding all the local community schools as a unit on which psychological, guidance, and support services could be based. For example, it is possible—as in the recommendation above—that a secondary school, the primary, contributing, and intermediate schools around it, and the early-childhood facilities in the locality could make such a unit.

Services could then be developed in an integrated way so that parents and teachers could have ready access to them. We recommend:

5. *That psychological, guidance, and support services be developed on a co-ordinated basis within local communities in such a way that they are readily accessible to parents, teachers, and others who need them, and that the committee of inquiry investigate ways of implementing this principle.*

Help for the Teacher

Helping the classroom teacher to meet the needs of children in the ordinary school is seen as a priority. Teachers can be expected to cope with the day-to-day developmental and educational problems of ordinary children but to meet the needs of children whose development is atypical they need additional training and support. In the first place, teachers should be trained to recognise signs of atypical development, whether in school achievement or in some other area, and they should know what services outside the school to call on for help and how to do so. It has been stressed that those services should be available when needed: no teacher who needs support from specialists in order to cope with a child in need should be left to cope alone.

Teacher training should equip teachers to provide for slow learners at every stage of education; in particular, additional support, effort, and recognition of the problem are needed in secondary schools. Parental agitation and teacher dissatisfactions suggest that provisions in schools are inadequate for those children having reading and other learning difficulties. A greater stress on the teaching of reading and on remedial education in pre-service teacher education and in in-service work is warranted. In addition, the appointment to schools of remedial specialists is called for. We support the development, within schools, of resource rooms for children with adjustment difficulties and other learning problems for which time out from the normal classroom is likely to be beneficial. We recommend:

6. *That teachers in training, from pre-school to secondary, receive basic training in special education, so that they have sufficient expertise to recognise children with learning difficulties, knowledge of the main kinds of atypical development and of the array of special services, and specific information on how to seek the help of specialists.*
7. *That remedial education receive greater emphasis in teacher training and that there be appointed to schools specialist remedial teachers to help classroom teachers cope with children with serious learning deficits.*

Help for the Educationally Disadvantaged

Many New Zealand children are educationally at a disadvantage: they are children whose educational needs are not being met adequately by the system and who neither acquire the skills and knowledge which they should nor develop a sense of achievement from the school experiences. Too often, educational disadvantage is associated with social disadvantage and cultural differences.

The working party endorses the principle, which has been adopted overseas and tentatively in New Zealand, that in some areas new and experimental approaches to the education and care of these children is called for. We accept that solely educational solutions to problems associated with cultural differences are unlikely to be found, and that measures designed to alleviate inequalities will involve family and community. Additional resources, both human and material, should be committed in those areas, or schools, where the degree of disadvantage is such that children are not realising their full capabilities. Whatever programmes are initiated, we believe that it is important that provisions for on-going research and evaluation be built in. At the same time, there will need to be research into the nature and patterns of disadvantage in New Zealand and into the learning characteristics of those who appear to be at a disadvantage and for whom new approaches to education may be warranted.

We recognise that additional staffing has been provided for some schools, mainly in the Auckland and Wellington areas, but as a general principle—applicable to all areas—we recommend:

8. *That areas where children are educationally disadvantaged be identified and that special efforts be made in school, family, and community to help these children achieve at levels nearer their capabilities.*

Help for the Handicapped

Children who are provided for under the special education umbrella are those whose special needs cannot normally be met inside the ordinary classroom. They are usually provided for in special classes, clinics, or schools and sometimes in residential institutions. The psychological, guidance, and support services are heavily involved in meeting the needs of these children and in supporting their parents and teachers. Present thinking and practice favour greater integration of special education provisions into the ordinary school environment and we agree with this emphasis as it seems to us to foster the idea of community.

In general terms, we are concerned that special education facilities be developed and improved in terms of certain principles:

- Wherever possible, children with special education needs should remain in their own communities and be educated in local schools.
- Provisions within those schools should ensure that children with special needs have as much contact as possible with other children.
- The availability of psychological, guidance, and support services should be such that parents and teachers of these children can get help when it is needed.
- There should be special emphasis on support for the families of children in special education.
- Care and guidance should start before the school years and extend beyond them.
- Those who teach the children, or work with them, should be trained specifically for the job.
- Parents of children in special education should always be consulted about developments in special education or changes in provision which are likely to affect their children.

Taking the above principles into account, the working party recommends:

9. *That full-time courses of education and training be developed in teachers colleges for teachers entering the field of special education.*
10. *That the education and training of children with special needs take place, to the greatest extent possible, within the environs of local schools.*
11. *That provisions for children in special education include greater emphasis on family guidance and support at every stage from early-childhood to adulthood, and on after care beyond the school years.*
12. *That where changes in the provisions for special education are likely to occur, parents of children who are likely to be affected by the development be informed and, where appropriate, consulted.*

Chapter 18 THE EDUCATION OF RURAL CHILDREN

An inescapable consequence of population distribution is that educational administrators find it easier to assemble classes, to supply teachers, and to provide facilities and supportive services in centres where population density is relatively high, than in rural areas which are sparsely settled. It is not suprising then that from the earliest days of colonial education rural parents have felt that the schooling available in country districts was inferior and have suffered from an understandable and, indeed, entirely commendable anxiety lest their children should be educationally disadvantaged.

This anxiety has been reinforced in various ways. For many years it was customary for young teachers to "get their country service out of the way" immediately after their probationary year, and one- or two-teacher rural schools were staffed with teachers who lacked the skill and experience to cope with what is probably one of the most demanding teaching assignments, and who lacked, too, the maturity to live comfortably in what can be an equally demanding social situation. It is probable that this particular ground for anxiety has been overcome in the last decade or so, nevertheless unease continues to be reinforced by influences such as the arguments of those who would decapitate rural primary schools on the ground that "it can be done so much better at an intermediate". The implication that the rural primary school is an inferior institution is not lost on country parents.

The small country school is vulnerable, if only by reason of its size, in times of teacher shortage. It is vulnerable, too, to quite minor changes in the population of its catchment area: two families moving out of a district within a year can easily take with them enough children to cause down-grading of the school and consequent changes of principal and staff.

It is when the country child reaches secondary school that parents become most aware of the educational disadvantages of back-country life. It is significant that every survey of the reasons for the "drift to the towns" lists "educational needs of children" at or near the head of the list. It must be conceded that in some cases parents, and particularly mothers, are unwilling to see their families broken up at such a relatively early stage: a major consideration, however, must still be the fact that free education is not free to the country child who is required to board and pay for board in order to obtain the education. Despite Government subsidy, parents still require to find cash for boarding fees and for outfitting, and the finding of lump sums of cash is never easy for a man on wages.

Early-childhood Education

Apart from the devoted efforts of a few parents who are prepared to undergo a modicum of training and to organise playcentres in country districts, there in little or no early-childhood education. Rather than provide rural areas with a makeshift adaptation of urban institutions and practices, it would be preferable to develop a specifically rural pattern of early-childhood education, adapted to and building on the existing close relationship of the country school to its local community. In view of the almost universal fall in school rolls in these areas, many schools must have space which could be made available for such activities. Broadcasting is a medium which might well support such a development.

We recommend:

1. *That studies be undertaken and some experimental schemes inaugurated to determine the most suitable pattern for a specifically rural form of early-childhood education.*

It should be noted that approximately half the Maori people under the age of 20 live in rural communities. Consideration of problems of Maori education is therefore a particular aspect of rural education. Without seeking to traverse again ground that has been adequately covered elsewhere, it may be accepted that there is general agreement that one of the greatest needs of the Maori people is adequate early-childhood education to enable Maori 5-year-olds to enter school with an ability to communicate and a confidence in that ability at least equal to that of the average pakeha child of the same age.

We recommend:

2. *That in the study of rural early-childhood education particular attention be given to the needs of the Maori members of rural communities.*

The Primary School

Given adequate teaching, the rural primary school has a great deal to offer, both educationally in the narrow sense and in the social development of the child as an individual in a community. Adequate teaching is, however, vital for this is a demanding assignment.

It must be recognised that to many teachers country service is a period of exile from the social, cultural, and professional amenities of metropolitan life. Furthermore, the rural teacher finds it difficult to enter upon the purchase of a permanent house in town, and may in other ways suffer economic loss. It follows then, that if skilled teachers are to be attracted to and retained in rural schools, these disincentives must be counterbalanced by other forms of incentive.

We recommend:

3. *That there be provision of realistic locality allowances and/or salary differentials in favour of rural teachers at such a level as to constitute an effective incentive.*

The housing of rural teachers still leaves much to be desired. While principals generally occupy an adequate schoolhouse, junior assistants are still frequently boarded with whatever parents can be persuaded to accept this disruption to their family life. This is satisfactory neither to the teacher nor to the family concerned.

We recommend:

4. *That there be provision of flats suitable for single teachers or teachers with small families.*
5. *That there be loan finance linked to a system of purchase and guaranteed resale of houses for teachers.*

There has been a good deal of debate and some disagreement about the virtues of consolidation of forms 1 and 2 on to intermediate schools. This is not the place to rehearse this argument save as it affects specifically rural schools.

Rural parents have been persuaded in many cases to agree to consolidation on the ground that the larger intermediate, which is almost by definition a small town school rather than a rural one, can offer more than the country school it decapitates. Rural parents, as has been stated, are predisposed to accept this type of argument, which nevertheless underestimates the range of experience and values which the small rural school offers and which may be conspicuously lacking in the larger. The agreement of parents is sought only after feasibility and other studies have been completed and a decision has virtually been made: discussion with parents thus confers only the opportunity to object, and to object in ignorance of the factors which have influenced the decision. It would be preferable to consult parents at the earliest stage of planning and to involve them throughout the processes leading to the making of a decision.

We recommend:

6. *That rural communities be involved, at an early stage, in any planning and discussion concerning consolidation.*

It should be noted that there are wide divergences between rural areas in social values and educational needs. There is, therefore, no single administrative pattern which can be imposed on all rural areas, and each change must be the subject of an individual study of all the social factors, including the time-distance equation in each case. The utmost flexibility is desirable to fit administrative patterns to the educational and social needs of different communities.

We recommend:

7. *That flexibility in the implementation of change be a paramount principle, that educational institutions be adapted to the needs of the communities they serve, and that every effort be made to ensure that the education of the rural child proceeds as a continuous process.*

Secondary Schools

For the rural child secondary education entails either bus travel, which can involve up to 50 miles or more as a daily round trip, or boarding school. Few high schools were designed as boarding establishments, or if they were, the day pupil section of the school has grown so rapidly that the boarding facilities appear as an unrelated addition, and the boarders a minority group of rural children living rather apart from the main streams of school life. This is in marked contrast to the independent schools wherein the boarders are at the very centre of the whole life of the school community: but independent schools are a form of education available only to those whose parents are either wealthy or prepared to make considerable sacrifices to send their children there. We understand that the Department of Education is making a study of hostels and we therefore feel that it is timely to recommend:

8. *That in any provision of secondary school hostel accommodation particular attention be given to the community life of the boarders.*
9. *That in areas where they are practical for geographic and other reasons, the establishment of 5-day hostels be encouraged.*
10. *That boarding bursaries be adjusted to make secondary education as free to the country child as it is to his urban counterpart.*

No survey of the education of the rural child would be complete without reference to the work of the Correspondence School. The really remote country dweller has little alternative but to enrol his child with this school which has currently on its roll some 700 rural primary children and 300 rural secondary scholars. Correspondence tuition must not be thought of as a "last resort" or even as a "second best". The Correspondence School has served generations of rural New Zealanders well, and results indicate a high standard of academic success. The school is as progressive as any other branch of the education service, and the use of radio, tape recordings, visiting teachers, and periodic gatherings of students have done much to overcome the sense of isolation and to develop a corporate spirit among pupils.

Such evidence as is available tends to suggest that rural children today are not markedly inferior to their urban counterparts in terms of academic attainments. Such gaps as there may have been, appear to be closing. Nevertheless, while there is any suggestion that rural children may be educationally disadvantaged, we believe it is necessary for educational administrators to have regard to two principles:

- That of generous provision to areas of greater need, and
- That of flexibility in adapting available resources to the differing needs of communities.

PART E A TIME TO END LIP-SERVICE: RESEARCH AND EVALUATION IN NEW ZEALAND EDUCATION

The title speaks for itself: this is an area which is constantly emphasised in conferences, reports, and a variety of educational publications, but which is seriously neglected when it comes to the provision of resources. The chapters cover the three aspects which must be considered together if a significant advance is to be made: expansion of services, training of research workers, and overall planning.

Chapter 19 EXPANSION OF RESEARCH SERVICES

Many recommendations in this report have thrown greater responsibility upon the schools; but we have acknowledged that parallel with this responsibility there must be an increasing awareness of the need to evaluate what has been done. We have also emphasised the need for innovation and an experimental attitude towards many of the central aspects of the educational process: school organisation, teaching methods, the curriculum, and the use of resources. It is appropriate, then, to complete our study of improvements in learning and teaching with a careful consideration of research and evaluation, for they are the fundamental processes which underlie any changes which are planned and controlled. We make no apology for the length of our discussion on research because unlike most of the other areas we have covered, public discussion of provisions for research and evaluation has been meagre. We have therefore felt it necessary, in this and the following two chapters, to enter into much greater detail than has seemed fitting elsewhere in the report.

The background out of which this, and the other working party reports have arisen is one of change: not just changes forced upon us, but changes which are sought. Against this background, it is no accident that the revision of school curricula has become a large and specialised activity in recent times in all countries and at all levels. Nor is it surprising that commercial enterprises have identified the market possibilities of large-scale educational publishing and the manufacture of expensive teaching aids and equipment. Gradually, out of all of this ferment and clamour for change, we have begun to appreciate that the quality of each school depends to a great extent upon its capacity to capitalise on the particular strengths of its teachers and when they, in turn, are not afraid to be held accountable for their performance. But this has created a constant pressure upon teachers from within and without the profession to improve their skills, to expand their knowledge, and to broaden their care. Such pressures are now almost universal in their impact. As a result, those responsible for the policies and practices of schools have realised more and more that choices and decisions now require a firmer factual foundation and more perceptive judgments than has customarily been the case in the past. In nearly every nation, an expansion of research and evaluation services has therefore emerged as the characteristic response to their new set of obligations. In the first instance, the increasing complexity of educational planning and organisation has demanded fresh approaches to its management. Secondly, a renewed emphasis upon human dignity has deepened concern for the socially disadvantaged, for improved guidance, and for more skilful evaluations of what is being learnt. More recently, all of this has been accentuated by the disenchantment evident among modern youth with what the schools have been offering them. Equally powerful pressures for more research have also come from the expansion of technical and vocational education, vast new investments in teaching aids and equipment, and a persistent demand for evidence that the taxpayers' money is being used wisely in providing education for everyman.

Increasing Recognition

The impact of all these pressures has gained momentum in New Zealand, as elsewhere, over the past decade. They have been reflected, for instance, in the submissions to the Advisory Council for Educational Planning from many quarters, from private individuals, voluntary and professional associations, and the leading spokesmen of the teaching profession. In fact, they were clearly foreseen more than a decade ago in the recommendations made in the report of the Commission on Education. In the intervening years, many other committees of inquiry have lengthened the list of recommendations. These include the Tyndall Report on Vocational Training (1965), the Committee on Education, Training, and Research of the National Development Conference (1969), the Report of the National Advisory Committee on Maori Education (1970), the Hill Committee on Pre-school Education (1971), the Williams Committee on Educational Television (1972), and the Working Party on Maori Adult Education (1972) set up by the National Council for Adult Education.

While regretting that progress has been less rapid than expected, we readily acknowledge that important advances have been made in the past 10 years in establishing the foundations on which more vigorous action may now be taken. These may be seen in the increasingly favourable public and professional attitudes toward research activity in education, in the growing number of professional positions becoming available for full or part-time employment in research or development, in the number of books, aids, and articles based on good research which are now being published annually, and in the number of changes in policy or practice where good research has had an impact on setting the direction of change.

We also note with particular satisfaction the success which the Department of Education has achieved in creating a Curriculum Development Unit over this period. Apart from its excellent work within New Zealand, this unit has already achieved international recognition through its association with other nations in large-scale inquiries. The department has systematically built up its Research and Planning Unit and is increasing its capacity for research. The activities and organisation of the New Zealand Council for Educational Research have also been broadened substantially and this has been matched by a similar expansion of research activity in universities and to a lesser extent in the teachers colleges. All of these advances, it should be noted, have been paralleled by an increasing readiness of schools to adopt new practices, new courses, and new forms of organisation and a noticeable quickening of interest among teachers for information on educational developments elsewhere.

Guideline for National Policies

In essence, the working party is convinced that the time has arrived for a rapid acceleration of these developments rather than any fundamental redirection. As elsewhere, the rising interest and concern for educational research and evaluation in New Zealand is a reflection, we believe, of a more penetrating professionalism being applied to our own problems and purposes. It is not derivative. Without doubt it has benefited from similar developments elsewhere and the steady flow of teachers and scholars to and from other countries has enriched it immeasurably. The greater readiness of governments in other nations to support major programmes of research and development into specific questions or issues has not, however, passed unnoticed. We are hopeful that New Zealand also will now enter upon this phase of research development, and suggest that careful attention should be given to the conclusions which may be drawn from the experience of other nations in formulating national policies for research on educational matters.

Stated briefly, these conclusions place particular weight upon the importance of creating a climate in which research, development, dissemination, and evaluation are seen as inter-related, and where the practical application of research findings has equal priority with the work of establishing them. In the policy reviews of many nations, there is much emphasis upon the need for more attention to rapid and effective communication between practitioners and research workers, to multi-disciplinary approaches to educational issues, to co-ordinated work on projects or programmes of high priority, and the need to use the problems and uncertainties of educational practice as starting points for a major part of the research activity that is supported by public funds. Other nations have also been forced to give more attention to improved training programmes for research workers and the preparation of new kinds of research specialists. We believe that in this country, too, we will need to reflect more critically on such questions.

In the case of educational research there are special reasons at this time for promoting debate on these matters. Public approval for, and reliance upon research is a recent phenomenon in most countries, and in New Zealand so far it has been directed mainly toward support for the agricultural, medical, and physical sciences. In these fields the choice of priorities for development is an outcome of a carefully-developed set of relationships between the agencies of Government and different sections of the scientific community. It does not follow that the administrative principles to be adopted in guiding the growth of publicly-supported research and evaluation in education needs to be exactly the same as any one of these fields. But we are convinced that a comparable set of guidelines will need to be evolved if consistent policies are to emerge.

As a beginning we therefore suggest that an urgent need exists for Government support to expand research facilities with recognisable obligations. We propose, moreover, that those organisations or centres which are largely supported by public funds should be encouraged to concentrate their attention on co-ordinated and relatively large-scale programmes. Our experience in New Zealand has shown already that the most significant contributions to educational advancement build up cumulatively, as in other fields, from research programmes developed systematically by scholars whose leadership commands national and international respect, the enthusiastic co-operation of teachers, and adequate funds. In making decisions upon the research programmes to be expanded and supported, the working party is equally impressed with the need to evolve a suitable advisory system which reflects the judgment of leading scholars and practitioners. Obviously, the policies of a government in promoting research into educational matters cannot create a high-quality effort by legislative fiat. But by using a well-balanced advisory system to guide its decisions, a government can do much to ensure that excellence is identified and supported wherever it is found. We believe this should now be regarded as the prime objective in allocating public funds for a greatly expanded effort to promote research and experimentation in education. At the same time we do not suggest that this should be at the expense of the individual scholar. There must always be support available for the creative scholar who breaks new ground or opens up promising new leads.

Provision for Experiments in Schools

Throughout this report a constant emphasis has been placed upon the need to create opportunities for schools to become more autonomous, more flexible, and more enterprising in devising new programmes and in reviewing community responsibilities. These opportunities may have little real meaning, however, if they are not sustained by well-informed and perceptive advisory services. In reviewing such developments, we have been impressed first, by the variety of organisational arrangements other nations have evolved in recent years to foster experimentation in schools, and secondly, by the increasing numbers of schools in New Zealand which have demonstrated that this advice is welcomed*. The notable vigour and success with which many schools have begun to promote such changes has stimulated useful beginnings in the provision of funds and technical help through the district senior inspectors of the Department of Education, the New Zealand Council for Educational Research, and similar bodies. It is also evident however that these sources of help are not sufficient and it is obvious too that schools need advice which is closer at hand. The recommendation below for setting up regional centres for research and development is intended to provide that assistance. As envisaged by the working party these centres would become a primary source of direct and knowledgeable help to teachers and principals planning new developments, and a focal point for bringing to schools the technical and evaluative expertise available to them from the universities, teachers colleges, and other regional services within their district.

From comprehensive experimental programmes beyond those promoted by the Curriculum Development Unit, it is worth noting that assistance from well-qualified research personnel is welcomed by schools in the following areas:

(a) In planning an experiment or an innovation in such a way as to ensure that all variables likely to affect the outcome are taken into account;

(b) In creating evaluation instruments appropriate to the objectives of the experiment;

(c) In assessing the significance of success or failure against stated criteria;

(d) In suggesting alternative explanations to account for the observed outcomes of an experiment.

In the opinion of the working party several of our universities and teachers colleges are already staffed with people able to offer such advice and assistance but their services are not at present being utilised as fully as seems desirable.

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*See, for example, the evidence for this in *Secondary Schools in Change*. Wellington: Price Milburn. 1973.

Specially Funded Experiments

In the interests of the vitality and vigour of the school system as a whole, both State and private, we also believe that it is desirable to make provision, by special funding arrangements, for carefully-planned experiments in individual schools, or groups of schools, on approaches to curriculum development or school organisation which are independent of the programmes being conducted by the Curriculum Development Unit or similar agencies of the Department of Education. To illustrate this concern, we suggest that it would be beneficial if such experiments were directed toward: investigations of the influence of teaching methods or materials on the implementation of a particular curriculum; modifications of curricula according to the ages of pupils; alternative ways of structuring curriculum content; the linking of certain curricular provisions with specific social demands; reorganising curriculum content in accordance with psychological or developmental principles; the breaking down of subject matter boundaries; new provisions for the arts or for moral education; alternative programmes for coping with the linguistic backgrounds of minority groups; and the replication in New Zealand of successful overseas experiments.

In order to ensure that such an approach to improving the quality of experimentation in schools has beneficial results, certain guidelines need to be agreed upon. The following suggestions are offered as illustrations only:

(a) That any additional funds required would be available for more than a year so as to allow for continuity and integrity while alternatives are explored;

(b) That the choice of alternative curricula, organisation or staffing patterns, and internal evaluation measures remain the choice of a school principal, his staff, and his community;

(c) That such experimental schools should be large enough to allow for adequately designed experimentation but small enough for it to be thoroughly evaluated and documented;

(d) That instead of evaluation and documentation coming after a project has been completed or well under way, it should be accepted as an integral part of the experiment from the outset;

(e) That independent expert evaluation specialists from relevant subject areas drawn from New Zealand or elsewhere might be invited to review the programme as a whole;

(f) That each school or group of schools be required to make provisions to keep parents, the local community, and all other interested parties informed on the purpose, progress, and results of such experimentation.

Regional Centres for Research and Development

To provide such services efficiently and to ensure the total research and development effort becomes more effective, it is now clear that educational research can no longer be regarded merely as a part-time activity pursued by a few individuals for their private purposes and satisfactions. While we have already acknowledged that ample encouragement should always be given to the creative efforts of individual teachers and scholars, we believe that the effective use of our resources now depends upon provisions for the appointment of an increasing number of full-time research workers and the setting up of adequate facilities for properly-planned services. However, having taken careful note of overseas developments, we do not favour the establishment in New Zealand of only one or two very large centres for research and development in education along the lines of those set up in the past decade in some other countries.

In a small country with good communications and a lively and co-operative teaching profession, we believe that the potential for helpful collaboration is one of our major assets. We have recommended therefore that a series of small regional centres for educational research and development be progressively established in those cities which have a full range of tertiary and other educational institutions. To provide the appropriate conditions for the management, staffing, and direction of these centres the working party believes that these centres should be financed independently of the budgets of the institutions with whom they co-operate regionally and that they should therefore become a direct charge against the Vote: Education.

As we envisage them, each of these centres would evolve toward a permanent staff of three or four research workers with suitable supporting staff. This establishment might be supplemented from time to time, through temporary joint appointments with local tertiary institutions, by the secondment of teachers from local schools, and by fellowship and internship arrangements. We would expect each centre to be administered by a research director assisted by a small advisory group representing the regional tertiary institutions, the regional administering authorities, and the regional teachers' organisations. To be fully effective, the working party suggests that such centres should be established in facilities, possibly in association with the teachers centres proposed in chapters 11 and 14, which will encourage effective collaboration with schools and other educational services, as well as with colleagues in universities, teachers colleges, and technical institutes. It must be made clear, however, that these centres would be quite separate from and have quite different functions from the research units on tertiary education which are now being set up in four of our universities and also at the Central Institute of Technology.

The primary purposes of such regional centres as the working party foresees them would be:

(a) To promote research programmes geared toward improving school practices rather than research projects chosen by individuals seeking academic qualifications;

(b) To provide a resource centre where teachers and other practitioners may assist with the planning of such research programmes, confer on new findings, consult specialised libraries, examine new aids and materials, and participate in specialised courses;

(c) To serve as a central focus for collaboration among regional institutions, organisations, or services which already have a capacity or facilities and obligations for research, development, or dissemination in the field of education;

(d) To offer alternative employment and career opportunities for well-trained research workers, and additional avenues for secondments, fellowships, and short-term appointments to be offered to practising teachers engaged on research or development activities;

(e) To facilitate the training and field experience of graduate students and others prepared to embark upon a career in educational research;

(f) To act as a suitable setting in which philanthropically-funded or contract research may be undertaken through the appointment of temporary research assistants or fellows.

While these purposes suggest that such centres would be expected to place a particular emphasis upon research related to school practice and educational policies, the working party hopes that provision for basic research would be built into their management and funding arrangements. In the opinion of the working party this is accomplished most satisfactorily by the provisions made for long-term research programmes rather than short-term projects or contracts, although these should not be excluded. It is acknowledged that the management of research programmes requires a delicate balancing of team-initiated and sponsored-directed research. Experience suggests, we believe, that small project-teams offer the most effective means for creating an accumulation of research knowledge and experience that is able to take full advantage of the opportunities for collaboration and dissemination within each region.

New Requirements for Evaluation

Evaluation is an essential and integral part of the whole process of skilled teaching, effective administration, programme or curriculum development, and educational reform. But the practices used for evaluation at any time reflect the conception of schooling which a nation adopts as well as the technical expertise available. Obligations to develop effective procedures for evaluation now present themselves in many contexts, and affect the quality of decisions being made constantly in such areas as: the supervision and evaluation of teaching performance; assessments of pupil progress; cost-effectiveness assessments of new programmes and training courses; curriculum development; the measurement of educational achievement; the effectiveness of new materials; architectural plans; and the whole approach to the planning, programming, and budgeting system (PPBS) that has now been adopted as the system of financial management for Government expenditure. In all of these areas, appropriate information systems have to be created and maintained, and the relevance and sensitivity of the judgments arrived at is a direct outcome of the technical expertise and wisdom applied in each case.

Unfortunately, within the field of education, as in many other areas of public policy, many evaluative decisions have to be made at present at all levels on the basis of inadequate data and with insufficient expert knowledge of the consequences. We are convinced that a concerted effort to up-grade the quality of these decisions is required in all these contexts, from individual classrooms to the most senior administrative offices. We therefore welcome the initial appointments made to the Department of Education for officers to specialise in the evaluation of new programmes of nursing education and apprentice training, cost-effectiveness inquiries, and curriculum evaluation. We also welcome the recent establishment of an Examinations and Testing Unit in the Department of Education. In the opinion of the working party these developments are all in the right direction and we are anxious to ensure that they are pursued promptly, with vigour and enterprise.

Beginning with the Report of the Royal Commission on the State Services (1962) modern approaches to the financial management of Government expenditure have been introduced steadily over the past decade*. The most significant major reform recently has been the initiation of a System of Integrated Government Management Accounting (SIGMA) which has been adopted in all

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* *The Planning and Control of Government Expenditures.* Wellington: The Treasury. 1973.

Government departments since 1972–73. As a result of these developments, the Department of Education, along with other departments, has now taken the initial step to implement a planning, programming, and budget system (PPBS) as an aid to allocating resources and ensuring that the programmes and activities financed by Government are fulfilling their intended objectives.

Within such a system of financial management, the analysis and evaluation of new or existing programmes becomes a crucial obligation. However, since so many of the benefits of education are intangible, and often out-weigh in significance those which are measurable in more precise terms, the application of such procedures in the field of education is an extraordinarily exacting exercise. To establish this new approach to management, and to achieve maximum benefits from it, steps must therefore be taken promptly to strengthen the analytical and evaluative capacity of the planning sections of the Department of Education. Since adequate training in the exercising of these skills within the field of education is not at present available in New Zealand, we urge that every effort be made to send a small number of officers with these responsibilities overseas for training at the earliest opportunity. This whole development, however, is only one telling illustration of the specialised skills now required for effective administration in many areas.

With the emphasis upon vocational training courses for operatives, apprentices, first-line supervisors, and managers which followed from the National Development Conference, and the subsequent setting up of a large number of industry training boards under the Vocational Training Council, there has been a steady expansion in recent years of requests for advice in evaluating various training courses. Such courses are conducted under a variety of auspices and valuable work in servicing some of these courses is already provided informally through the Training Within Industry scheme operated by the Department of Labour, and within Government departments by officers of the State Services Commission. From the information available to us it is evident, however, that numerous other organisations, professional associations, voluntary societies, and industrial groups are seeking help with the evaluating of courses they are providing.

Similarly, the circumstances under which the technical institutes develop courses also creates a considerable interest in course evaluation, and the same interest has also been evident in teachers colleges over many years. The development of research and advisory units in the universities will, in the long run, expand professional expertise in this area. But the focus of interest in the evaluation of a wide range of vocational and professional courses usually lies outside the universities, and there are likely to be limitations on the capacity of the university units to service this wider concern, even if they were prepared to do so. In the time available, the working party has not been able to assemble sufficient information or canvass opinion broadly enough to allow us to recommend with confidence the types of research services which need to be created in this area. In these circumstances we must content ourselves with a recommendation that the research, evaluation, and advisory services required in the whole field of tertiary education be examined thoroughly as a matter of urgency.

Research and Policy-making

The working party is strongly convinced that research should play a vital part in the formulation of educational policies at the highest level, within the Department of Education, within advisory boards and statutory organisations, and within committees of inquiry that are established from time to time. Almost all committees of inquiry into educational matters over the past decade have reported unfavourably on the adequacy of the statistical and other information available to them, and several have offered firm recommendations for the improvement of these services. While important advances have taken place in the collation and publication of educational statistics through the Department of Education, the vice-chancellors committee, and similar bodies, it is evident that major deficiencies remain. These are particularly evident in the case of statistics on educational expenditure, the use of facilities, adult education, early-childhood education, the quality of the teaching force, and occupational placement.

There are indeed a variety of reasons for suggesting that such information and statistical services should be subjected to a continuing review. Some of these arise from the growth and expansion of the education system, others from the adoption of new management procedures and the proposed reforms of examinations, the introduction of ETV, and similar developments all of which will require relevant statistical information for effective planning and well-informed policy decisions. New Zealand's expanding international obligations associated with the efforts of UNESCO, the Organisation for Economic Co-operation and Development (OECD), and other agencies to construct systems of policy-oriented statistics or indicators reflecting the influence of educational policies on the quality of life will also call for increasing sophistication in statistical services. Further, the increasing involvement of the community in the formulation of educational policies will require greatly improved facilities for servicing information requests, and for the dissemination of statistical information including trend analyses. The installation of computer facilities in universities, technical institutes, and other places for administrative or technical purposes, should create a potentially helpful resource which may be used to assemble information for more effective educational planning. But collaboration between such institutions will be essential if full advantage is to be taken of the opportunities these facilities present.

We note with interest that the authors of the recent *Report of the Committee of Inquiry into Education in South Australia, 1971* (known as the Karmel Report) decided that the essential relationship which must exist between research and policy-making would be achieved satisfactorily in South Australia only if a director of research was appointed who would be directly responsible to the Director-General of Education, and in charge of the two branches of research activity—that which relates to the improvement of school programmes, and that which relates to the planning of facilities and resources. Significantly, too, this report recommended that the directors of research should have equal standing with six other directors within the South Australian Department of Education responsible for primary and secondary education, special services, finance and administration, recruitment, and personnel.

We also draw attention to the fact that more than a decade ago the Commission on Education (1962) expressed a comparable view on the place of research and information services within New Zealand's Department of Education and recommended the immediate creation of an additional assistant director (professional) to co-ordinate such research with other considerations of broad policy and forward planning. It is evident that in the Department of Education research has not yet been accorded the standing implied by recommendations of this kind and in the opinion of the working party this has been a source of much frustration in the planning of the past decade.

At present no systematic analysis exists on the nature of the national research effort in education and this seems symptomatic. Most advanced countries, in the past 5 years, have given a significant measure of attention to reviews of policy and practice in this field. In the U.S.A., for example, no less than 10 such reviews were prepared between 1967 and 1969. Similarly, in Australia, a recent report by Dr W. C. Radford on *Research into Education in Australia 1972* is an instructive example of the essential information required for well-informed policy making. While these reports and those from other nations are revealing in demonstrating the areas to which little attention has so far been given in this country, they do not provide an adequate antidote for our own lack of information on the facilities or capacities available here for a sustained research effort.

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We therefore place special emphasis upon the need for a balance to be achieved in expanding the national and the regional facilities for research and development which we recommend. From the information available, we understand that some progress is now being made in strengthening the research capabilities of the Department of Education for educational planning and evaluation, but are doubtful whether this is yet being pursued with sufficient vigour. In our view all of the research and statistical work undertaken within the Department of Education will help, sooner or later, with decisions about planning and therefore is part of the whole process of planning. Nonetheless, such activities as the analysis of enrolment patterns and demographic trends, studies of school size, projections of teachers needed, school-leaving patterns, and the translation of this information into requirements for buildings, facilities, or teachers, constitute a somewhat different activity from studies of the educational processes which go on in schools. Research of the latter kind must be done largely in schools and in close accord with teachers and often with parents. To a very large extent at present, officers of the Department of Education are obliged to rely upon the services and goodwill of other organisations in obtaining information relevant to school practice. However, the success with which the massive IEA surveys of educational achievement and attitude have been carried through in recent years is confirmation enough that the facilities of the department can be used to advantage in administering major national projects.

For well-informed policy making on a wide range of professional issues it is obvious that senior officers of the Department of Education, the inspectorate, curriculum and advisory officers require an intimate and perceptive knowledge of school-based research in many fields. In addition to an expansion in its research staff to cope with major matters of planning and evaluation, we believe that the department also requires an expansion of research staff who are adequately qualified to provide advice and information on such matters as educational measurement, prediction, guidance, atypical children, educational finance, technical and vocational education, curriculum reviews, and social welfare issues. From the estimates available, and combining these with the requirements for planning and evaluation, it appears that the appointment of from 20–25 specialist research officers could be justified within the next 5 years. When compared with the provisions for personnel of this kind in the Government departments of other nations this appears to be a modest estimate.

The second significant establishment for research services at the national level is that provided by the New Zealand Council for Educational Research, whose organisation and services have been transformed over the past decade. From small beginnings, it now incorporates within its structure sections specialising in test development, information and publishing services, and research on Maori schooling. In addition, the council has improved its capacity for initiating research through sponsorship and temporary appointments in such fields as early-childhood education, post-secondary education, and administrative studies. It has also broadened its collaborative work with a wide variety of statutory and voluntary organisations concerned with national policies in different fields.

We are aware that the council has already announced plans for an expansion of these services and that progress is being made with the implementation of these plans. However, if the recommendations included in this report for additional responsibilities to be taken up by the council are to be implemented, it is clear that consideration will have to be given to a widening of the modest expansion programme which the council set itself in 1971. It is also apparent that as the major autonomous research organisation in the country, the council is being called upon increasingly, first, to offer research services beyond New Zealand in the South Pacific and South-east Asia generally, and secondly, as a co-ordinator of New Zealand's participation in international research programmes. Such developments provide a valuable stimulus to the maintenance of excellence in a national research effort, and are a significant illustration of the types of expert help which other nations are now anxious to obtain from smaller countries like New Zealand. In view of the council's success in transmitting research knowledge and expertise over a broad front, we believe that the expansion of its services should be continued on approximately the same scale as has been achieved in the past 5 years.

Priorities for Research and Development

The working party recognises that much of the impetus for the current concern about research and experimentation arises from an assumption that certain areas might be singled out for priority attention. Having reviewed the claims which have been made, and identified in this report many of the areas in which research or experimentation is desirable or urgent, we have concluded that the most important priority at the present time is to establish a general organisational capacity for undertaking specific programmes or tasks as they arise in the future. It is obvious that some priorities will be exercised in planning such facilities or services but having outlined the broad purposes to be served the working party is reluctant to go further at this stage in specifying what tasks the various units, centres, or organisations should undertake. There are sound practical reasons for such a position.

Those at present engaged upon educational research in New Zealand are already guided by various priorities that cannot easily be put aside. These include broad departmental, institutional, or administrative needs as well as personal perceptions, the interests of donors, and policy requirements. In Government offices, the main priorities tend to emerge from the need for fairly prompt decisions about curricula, examinations, buildings, teacher supply, and recruitment. Elsewhere, priorities rest upon the perceptions of individuals or organisation about:

(a) Important *current* problems which research might help to clarify or resolve;

(b) Important *continuing* problems in various areas or sectors which need to be understood by each generation regardless of changes in educational structures, organisations, and courses;

(c) Important *prospective* developments towards which research or experimental studies may contribute useful data in advance of general or broader decisions.

However, in those under-developed areas where the Government or other grant-making organisations, or the standing committee to be proposed later, identify a need for a concerted effort of some magnitude, the working party considers that senior scholars or research administrators should be invited to present plans for co-operative and multi-disciplinary research and development programmes of relevance to the issues foreseen. These proposals might be encouraged, for example, in such areas as the economics of education, the conditions necessary for the effective education of the handicapped, the educational problems of Polynesian migrants, the role and status of teachers, modes of educating children in the early-childhood years, or the cumulative positive and negative influences of home and the community. We suggest that the research directors with proposals such as these should be encouraged to prepare programmes which are not necessarily confined to one institution, geographic area, or staff establishment, and which include definite plans for training post-graduate students, teacher involvement, in-service training, publication, and dissemination. In addition, however, and over and above such co-ordinated programmes, we believe that there should also be an expansion of the opportunities for individual scholars and teachers to seek small-grant assistance without hindrance.

In general terms, and having taken account of the varying experience and practices of other nations, we think it unwise to seek undue centralisation in the determination of research priorities. Given the advisory system it proposes, the working party favours policies which foster a close association between teachers and research workers so that research priorities emerge out of the uncertainties of classroom practice or problems of management and welfare, as much as from broader planning objectives or theoretical questions. Moreover, we consider that research workers, at various levels of responsibility, need to be involved in the task of foreseeing priorities so that steps can be taken progressively to prepare people for the research required, to create career commitment to particular programmes, and to design suitable forms of dissemination and follow-up work. Unfortunately, the number of well-qualified research workers available for imaginative, practice-oriented research in such areas as early-childhood education, technical education, linguistic research, or the economics of education is distressingly small. Since investment in research by inadequately qualified personnel is wasteful in terms of effort and money, we place special emphasis on the rapid expansion of training facilities so that such priorities can be taken up. In the meantime we suggest that the promising course of action would be to encourage excellence in whatever field it is found and wherever existing facilities already offer scope for innovative research of the highest quality.

To provide the services outlined we therefore recommend:

1. *That the numbers of research workers employed in educational services be doubled during the next 5 years to allow the following developments to take place:*

   (a) *The establishment of regional centres for research and development in districts already provided with a full range of educational institutions (schools, a teachers college, a technical institute, and a university);*

   (b) *A substantial expansion in the research staff of the Department of Education to provide information essential for the formulation of policy, programme, and curriculum evaluation, and the development of teaching resources and facilities;*

   (c) *A comparable expansion in the research staff of the New Zealand Council for Educational Research providing for a steady growth of existing services as well as provision for additional functions.*

2. *That the proposed standing committee on research and development give early attention to the research, evaluation, and advisory services required through the whole field of tertiary education, and especially to those relating to the obligations of the technical institutes, the industrial training boards, and the Vocational Training Council.*

Chapter 20 RESEARCH TRAINING AND PROFESSIONAL DEVELOPMENT

Probable Staff Expansion

Since much educational research and development in New Zealand at present is a part-time activity, estimates of future staff requirements based on the existing work force must be treated with caution. However, if calculations are based upon existing full-time appointments, and fractional-time allocations of university staff, curriculum officers, inspectors, teachers colleges staff, and others, it could perhaps be claimed that our research services are at present provided by an establishment equivalent to about 70–80 fulltime research workers. On the basis of this estimate we think that roughly the same number of additional qualified research workers will be required during the next 5 years, bearing in mind the various recommendations in this chapter.

Existing Staff Position

From discussions with those recruiting staff it has become evident that the research workers required often need to exercise competencies which are not strongly developed in existing university courses. This is a common situation in many parts of the world. Perhaps the most commonly expressed need is for staff competent in curriculum theory and development, in materials production and evaluation, and in the evaluation of educational change as it is occurring. Others for whom a considerable need is expressed are: administrative specialists or economists prepared to make a career in education on such matters as cost-effectiveness and management and systems analysis; specialist information staff who can translate research findings into practical outcomes; and those rare individuals who can design, manage, or lead large-scale evaluation projects. Of one thing we may be certain: that part-time post-graduate courses at the master's level are by no means sufficient in themselves to provide the competencies expected. This situation is recognised by the universities, and we believe that the acceptance of a national policy for developing educational research will provide the incentive they require to review current training practices. In the meantime, we note that:

(a) Not enough attention has yet been given by employing bodies or those training students to varying levels of training for appointments at different levels and what this might entail in terms of courses, credits, dissertations, or multiple reports instead of a thesis;

(b) Few post-graduate students preparing or planning a thesis are ever given a chance to work for organisations, administrative offices, or research centres with someone producing high quality work, and where they could contribute to a wider programme and meet colleagues of like mind;

(c) On completion of a thesis little direct effort seems to be made, outside the university context, to see that a graduate follows up the "introduction" he has been given, by means of post-doctoral or post-master internships in a recognised centre here or in Australia;

(d) Few attempts have yet been made to upgrade the skills and understandings of research workers, already academically qualified, through specialised workshops and seminars, or to provide a modicum of research training for senior people such as inspectors, curriculum advisers, and members of examining panels. Some beginnings on the latter provisions have been made, it is true, but they are essentially exploratory.

Prospective Staff for Research and Development

Our recommendations are based on the assumption that we can double our research and development activity within 5 years, and treble it within a decade, if we are prepared to call upon people already qualified, provide them with essential support staff and facilities, and replace them in their present positions by people adequately equipped for those positions who are not research scholars. This is probably also the least expensive solution. With a parallel development of better training programmes, an expansion of existing services, and the establishment of new centres where careers may be foreseen, it is virtually certain that research and development activities could become competitive in the search for adequate staff. But quality and not simply quantity must be accepted as a touchstone at every turn. Such a policy would require careful planning. Inevitably, it could create some tensions and disappointments, but a rapid qualitative improvement in the schooling we seek cannot be achieved without some penalties.

Coupled with such a policy, we consider that special courses should be instituted to expand the knowledge and expertise of those already holding positions of responsibility for research and development. Considerable scope now exists for collaboration with Australian institutions in organising such courses, and on occasions the services of specialists from more distant countries may also be required. Similarly, opportunities should be created for staff from tertiary institutions to be seconded from time to time to work full-time in recognised research centres in New Zealand or Australia. We hope that in due course suitable candidates will also come forward for the senior research fellowships that are already available for educational research workers through the National Research Advisory Council and similar bodies.

Initial Training Programmes

While we recognise that important changes have taken place in the post-graduate training for educational research being offered by universities we believe that further improvements are still possible and that some changes in emphasis are desirable. In particular we hope that universities will collaborate closely with the proposed research centres to ensure that:

(a) Post-graduate students will obtain experience in working with experienced full-time research workers;

(b) The types of training most appropriately given by such centres will be used effectively for post-graduate students;

(c) Thematic research being directed by such centres will be able to benefit from the assistance of such students and that universities will permit these to be prepared within such themes;

(d) Staff undertaking particular types of research in such centres will be able to present reports on them for higher degrees.

In particular, we consider that the present circumstances in which master's theses may be undertaken on a part-time basis without a reduction in teaching responsibilities should be reviewed. Accordingly we suggest that employing authorities and schools be encouraged to grant a period of leave for such purposes, particularly if field work in schools is planned, and that the universities should take the opportunity created by the presence of such students to organise co-ordinated studies directed by senior supervisors. To provide incentives for high-quality training we also propose that a range of post-graduate fellowships and scholarships should be designed to prepare candidates for careers in educational research and development. Having regard for the staffing requirements for the next decade or so, and plans in Australia with which this country must compete for scarce manpower, the minimum requirements are for 10 fellowships to be awarded annually within the next 5 years for mature students to undertake full-time M.A. and Ph.D. dissertations and for up to 5 post-doctoral or post-masters internships to become available in the same period so that outstanding students may follow up their initial research training within a recognisable programme of on-going research. This proposal is in line with comparable recommendations recently made in Australia, but proportionate to the size of the country and present inadequacies.

Provisions for Institutional Evaluation

In the chapter on assessment in this report it has been recommended that training in assessment practices be included in the pre-service training of all teachers and that a systematic programme of in-service training be instituted for practising teachers. This is to be one of the functions of the Examinations and Testing Unit now being set up in the Curriculum Development Unit of the Department of Education.

Beyond this need for improved knowledge in making and recording better judgments about pupil performance, we also recognise that school principals and others who direct educational organisations face important obligations for institutional and programme evaluation. Within the educational world there are at present no services equivalent to the part played by management consulting organisations in improving the administration of industrial firms, public corporations, and so on. We think that many school principals would welcome such help and advice, but believe that the inspectorate system is not at present always well-equipped to provide it.

In several countries, services of this kind are already provided by university teachers on educational administration. As the adoption of skilled and sensitive management practices in schools have such a significant impact upon the improvement of both learning and teaching, we therefore recommend that provisions be made urgently for high-level courses on institutional and programme evaluations designed especially for school principals and other educational administrators.

Prospective Careers in Research

If the objective of providing for the employment of an establishment of 150 equivalent full-time research workers by the end of the decade is to be achieved, close attention will also have to be given to suitable career prospects for such specialised staff. In the proposed regional research centres, the special units in tertiary institutions, NZCER, and the research sections of the Department of Education, where hierarchial establishments have been traditional, the working party considers that provisions should be made for status and salary to be increased beyond normal levels for work of outstanding quality that is of national importance. Highly productive and imaginative research workers should not be obliged to transfer to administration, or the inspectorate, or other positions simply to gain adequate financial rewards and recognition. Within the Department of Education, in particular, those prepared to make a career of research should have opportunities to become eligible for salaries equivalent to those holding senior positions in other parts of the education service.

Accordingly, to provide for adequate staffing of the research establishment proposed we recommend:

1. *That the universities be requested to examine their plans for improving the training of research workers including consideration of the ways in which they will be able to collaborate closely with the proposed regional centres in arranging post-graduate training and field experience for senior students.*
2. *That provisions be made for awarding annually a range of post-graduate fellowships and scholarships designed especially to prepare candidates for careers in educational research and development.*
3. *That special courses be instituted to expand the knowledge and expertise of inspectors and others in responsible positions on curriculum theory and development, the design and analysis of experiments, test development and assessment, materials evaluation, and programme analysis.*
4. *That officers of the Department of Education be encouraged to attend courses in training on programme planning and evaluation at the International Institute for Educational Planning or similar international agencies.*
5. *That programmes for the continuing education of teachers include a regular series of seminars and conferences to enable school principals, senior teaching staff, curriculum and advisory personnel, and senior professional officers to exchange knowledge and experience on the theory and problems of programme or institutional evaluation.*
6. *That special consideration be given to collaboration with Australian institutions in upgrading and improving competencies of specialised research staff.*

Chapter 21 PLANNING AND FINANCING EDUCATIONAL RESEARCH

Estimates of Expenditure Required

If all the recommendations for research, evaluation, improved statistical services, and experimentation in this report are implemented fully, we estimate that the total additional expenditure over current commitments on 1973 prices would amount to very little more than $1,000,000 by 1980 (for further details see chapter 22). On any international comparison such an estimate would appear as a very modest additional outlay. We are convinced, nonetheless, that its impact upon the quality of learning and teaching throughout the education system would be profound.

To provide a basis for comparison, it may be noted in passing that in a compendious report, Dr W. C. Radford has recently estimated that Australia is already employing an equivalent of 800 full-time educational research workers[*]. If one adopts only a very modest estimate of their average salary as A$8,000 per annum and assumes the cost of their supporting expenses to be 75 percent of that figure, this suggests that Australia is spending at least A$11 million on educational research, broadly defined, at the present time. On the basis of the Radford report, it is equally clear that a very major advance on this figure is expected, and such plans are by no means out of step with those of other advanced nations.

In the literature dealing with educational improvement it has become commonplace to urge that 1 percent of Government expenditure should be spent on research and development. Some advocates set higher targets. In 1962, just prior to a vast expansion of investment in educational research in Canada, Dr R. W. B. Jackson, Director of the Ontario Institute for Studies in Education, advised his countrymen that "we need to devote a steadily increasing amount of money to research up to a level of at least 1 percent of the educational budget by 1970 and up to a level of possibly 3 percent of the educational budget subsequently"[†].

By whatever standard one defines "research and development", it cannot be claimed that New Zealand's level of expenditure on it has ever been remotely like 1 percent of the annual vote for education.

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[*] W. C. Radford. *Research into Education in Australia*, 1972. AACRDE report, No. 1, 1973.

[†] R. W. B. Jackson. *Educational Research in Canada Today and Tomorrow*. Toronto: W. J. Gage. 1951.

Even if one generously lumps together the expenditure on all statistical services, curriculum development, the preparation of teaching aids, analyses of building designs and the like, along with research expenditure *per se*, the ratio would not rise above half of 1 percent. If one chooses a more stringent criterion, such as predictive and theoretically oriented research of international standard, it is doubtful whether we could claim to have been allocating more than 1 dollar in every 5,000 of the annual educational vote toward the creation of the basic knowledge required for improved administration and teaching. If we have an anxiety about our proposals it would be that we have been too modest in calculating what can be achieved in the next 5 years.

Since the prime purpose for such expenditure is to improve the quality of teaching, learning, and management at all levels of the education system, we consider that this is a proper charge upon the Vote: Education. Moreover, this provides for the introduction of forms of management accounting which appear conducive to prudent and sound planning of research and development programmes. Accordingly, we recommend:

1. *That the provision of funds for the recommendations set out, including the establishment of regional research centres, become a charge upon the Vote: Education, and not upon the existing budgets of tertiary or other institutions with which these various organisations are to collaborate.*

Information and Statistical Services

Attention has already been drawn to the fact that almost all committees of inquiry into educational matters over the decade have reported unfavourably upon the adequacy of the statistical information service available to them. To a considerable degree the problems are perennial since the rapidity of social change is constantly creating new tasks in educational management. For these and other reasons we have concluded that the information and statistical services of the educational system should be subjected to continuing review.

Since the Advisory Council on Educational Planning has a responsibility for advising the Minister of Education and the National Development Council on priorities for educational development it is obliged to view the education system as a whole. Furthermore, its membership reflects an obligation to co-ordinate educational planning with other areas of national development. For these reasons the working party assumes that the council is well placed to consider the adequacy of the information available for the proper exercise of planning functions.

To enable the council to assume responsibility for reviewing statistical and information services, we suggest that an expert standing committee should be established for the following purposes:

(a) To report and make recommendations to the Advisory Council on Educational Planning on matters relating to the nature, collection, storage, retrieval, and dissemination of information, including statistical information required for educational planning.

(b) To consider and report to the Advisory Council on Educational Planning on matters relating to the dissemination of educational information to the community at large, administering agencies, the teaching service, and training institutions.

To summarise, as we envisage it, this standing committee would assist the council to: (a) identify gaps in the existing provision of information services for educational development; (b) make recommendations on any or all of the following matters: (i) the nature of the information to be collected, the sources from which it is to be obtained, and the means of collecting, processing, storing, and publishing educational data; (ii) the nature and extent of the resources at the national, regional, and local levels which will be required to provide such information; (iii) the recruitment, training, and employment of staff for such purposes; (iv) the adequacy of library facilities, mechanised equipment, and accommodation for these services; (v) the methods adopted for publishing and disseminating the information assembled, including relevant data collected by statutory bodies, advisory councils, professional associations, and local bodies.

Accordingly we recommend:

2. *That the Advisory Council for Educational Planning be requested to establish an expert standing committee on educational information and statistical services.*

Planning Research Services

A study group set up by the working party has examined the provisions for formulating national policies for research in agriculture, medicine, and scientific services generally, and has reviewed the practices adopted in several other countries which have endeavoured to bring about a greater co-ordination of effort as a corollary to larger investments of Government funds in educational research. It has also kept in touch with a working party on the social sciences set up by the National Research Advisory Council whose report will be available shortly. In addition, it has noted that the New Zealand Council for Educational Research does not seek responsibility for advising the Government on research priorities, or for the setting up of new centres. The working party agrees that the character of this organisation would be greatly, and possibly detrimentally, modified if it were asked to accept such responsibilities. As Parliament has only recently enacted legislation updating the statutory recognition extended to this council, we also assume that a further Act of Parliament on the same subject would not be acceptable for some time, even if this was desirable.

Taking all these considerations into account, and recognising both the urgent need and the opportunities for prompt action, we have chosen to recommend an interim review body which is immediately feasible. Moreover, we have concluded that the scale and the nature of the research and evaluation services required for educational development justify immediate and separate attention from those which may arise for the social sciences generally. Therefore, to enable the planning of the research services recommended to proceed without delay, we propose that a second standing committee of experts be established by the Advisory Council for Educational Planning for the following functions:

(a) To advise the Minister of Education, through the Advisory Council on Educational Planning, on matters related to research and development in education, including the nature of the current research effort, proposals for new centres and research programmes, the allocation of funds, the promotion of educational experimentation, the choice of priorities, opportunities for national and international collaboration, the training, or up-grading of research workers and provisions for the effective use of their skills;

(b) To consider and report to the Advisory Council on Educational Planning on any matter relating to research and development in education referred to it by the council.

It must be emphasised that this is regarded as an interim measure only. As a wider range of research facilities become established, we forsee the need for the development of a more comprehensive advisory system for choosing priorities and promoting a co-ordination of effort. Beyond this advisory structure, we also appreciate that a case can be made for a statutory body to allocate funds for research in universities, teachers colleges, and similar organisations, and note that many university people, in particular, are attracted to the example of the Australian Advisory Committee for Research and Development in Education set up by an Act of the Federal Government in 1970. There is much scope for debate on the type of advisory body which could most usefully stimulate and guide the development of research services. We hope that the activities of the expert standing committee we have recommended will help to stimulate such a debate and so prepare the way for the setting up of an advisory body with wider powers.

We therefore recommend:

3. *That until such time as a statutory authority or advisory board is established to formulate national research policies for education, the Advisory Council for Educational Planning be requested to set up an expert standing committee on research and development in education to give immediate advice on the development of educational research services.*

PART F COSTS, PRIORITIES, AND A SUMMARY OF RECOMMENDATIONS

With the breadth of coverage of this report it would be impossible to cost all the implications of our recommendations. We think, however, that discussion of the recommendations will be more useful if some guidance is given on the relative costs of various changes, and this we have done through a series of illustrative costings. The statement of priorities should not be taken as a summary of the report, but as an attempt to state the essence of our recommendations in as concise a form as possible. It should be read within the context of the whole report, and in conjunction with the summary of recommendations which follows it.

Chapter 22 FINANCIAL IMPLICATIONS

In an earlier chapter we illustrated the size of education services by noting that nearly one-third of the total population was actively involved in one way or another. This figure makes education the fifth largest industry in New Zealand, in terms of both the number of employees and their aggregate earnings—behind the manufacturing sector, the wholesale/retail sector, the transport and communication sector, and the construction industry.

In relation to the educational qualifications of the labour force, the latest breakdown available (1966) showed that although teachers constituted less than 3 percent of the total labour force, approximately 40 percent of the total group of those with some tertiary qualification were involved in education. From the financial point of view, the estimated net educational expenditure for 1973–74 is $446.3 million, which indicates that more than 16c in every dollar of net Government expenditure is spent on education.

During the last 10 years (1963–64 to 1973–74) the net Government expenditure in New Zealand has increased at an average compound rate of approximately 11.8 percent per annum, while educational expenditure has averaged a compound increase of 15 percent per annum. During the first half of that decade, the educational population increased at a rate exceeding 3.5 percent, while in the latter half, the rate has dropped to below 1.5 percent. In the years of the decade for which figures are available (1963–64 to 1971–72), the gross national product of the country increased at a compound rate of approximately 8.7 percent.

Table 1 illustrates the magnitude of, and changes in, expenditure during the last 10 years.

TABLE 1—NET GOVERNMENT EXPENDITURE ON EDUCATION IN RELATION TO TOTAL NET GOVERNMENT EXPENDITURE AND GROSS NATIONAL PRODUCT

Year	Gross National Product $(million)	Total Net Government Expenditure		Net Education Expenditure		
		$(million)	Percent of G.N.P.	$(million)	Percent of G.N.P.	Percent of Total Net Government Expenditure
1963-64	3,197	896.6	28.0	110.7	3.5	12.3
-65	3,491	974.4	27.9	125.9	3.6	12.9
-66	3,784	1,074.8	28.4	137.3	3.6	12.8
-67	3,919	1,165.5	29.7	153.7	3.9	13.2
-68	4,074	1,181.1	29.0	168.9	4.1	14.3
-69	4,334	1,212.4	28.0	181.2	4.2	14.9
-70	4,741	1,317.1	27.8	202.1	4.3	15.3
-71	5,432	1,597.8	29.4	259.0	4.8	16.2
-72	6,260*	1,862.3	29.7*	327.4	5.2*	17.5
-73	..	2,219.3	..	376.8	..	17.0
Estimated 1973-74 ..	..	2,745.7	..	446.3	..	16.3
10-year increase ..	..	206.2%	..	303.2%	..	..

*Provisional figures.

Sources:
Gross National Product from *New Zealand Official Year Book.*
Net Government expenditure from B. 6 Budget 1973, and B. 7 (Pt. II) Supplementary Estimates year ending 31 March 1974.
Net education expenditure from same but adjusted by deducting net child welfare expenditure up to 1971-72.

TABLE 2—FUNCTIONAL CLASSIFICATION OF NET GOVERNMENT EXPENDITURE

	1971-72		1972-73		1973-74 Estimated	
	$(million)	Percent	$(million)	Percent	$(million)	Percent
Administration ..	159.3	8.5	189.3	8.6	294.9	10.7
Foreign relations ..	134.2	7.2	155.4	7.0	177.9	6.5
Development of industry	146.2	7.8	168.7	7.6	211.8	7.7
Education	327.4	17.5	376.8	17.0	446.3	16.3
Social services ..	399.5	21.5	527.3	23.7	634.6	23.1
Health	291.8	15.7	343.1	15.4	416.0	15.2
Transport and communications	144.4	7.8	183.1	8.3	214.4	7.8
Debt services and miscellaneous	259.5	14.0	275.6	12.4	349.8	12.7
Total	1,862.3	100.0	2,219.3	100.0	2,745.7	100.0

Sources:
B. 6 Budget 1973, adjusted by transferring child welfare from education to social services.
B. 7 (Pt. II) Supplementary Estimates, year ending 31 March 1974.

Reference to table 2, detailing the functional classification of net Government expenditure, shows that education, with 16 percent of the total, is second only to social services. When considering the large proportion of Government revenue spent in this area, it is natural to raise questions concerning its expenditure. Table 3 shows the activities on which the education vote is expended. An alternative breakdown of educational expenditure into standard groups, as outlined in table 4, shows a different distribution of the total expenditure among the various activities which must be funded for the education operation to function.

TABLE 3—GOVERNMENT NET EXPENDITURE ON EDUCATION

Activity Analysis	1972-73 Actual		1973-74 Estimated	
	$000	Percent	$000	Percent
Administration and general	5,918	1.6	7,390	1.7
Pre-school education	2,732	0.7	4,200	0.9
State primary and secondary—				
Buildings	36,983	9.8	44,500	10.0
Advisory services	15,348	4.1	17,390	3.9
State primary education	110,876	29.4	129,830	29.1
State secondary education	74,009	19.6	86,580	19.4
Special education	4,303	1.1	5,295	1.2
University—				
Buildings and equipment	20,012	5.3	20,950	4.7
Education	50,765	13.5	59,573	13.4
Teacher training—				
Buildings	2,818	0.7	5,100	1.1
Education	26,946	7.2	31,847	7.1
Senior technical—				
Buildings	3,685	1.0	5,000	1.1
Education	13,382	3.6	17,885	4.0
National Library	2,173	0.6	2,660	0.6
Assistance to private schools	6,889	1.8	8,030	1.8
Net expenditure—				
Buildings	63,498	16.8	75,550	16.9
Other expenditure	313,341	83.2	370,730	83.1
Total	376,839	100.0	446,280	100.0

TABLE 4

Expenditure Group Analysis	1972-73 Actual		1973-74 Estimated	
	$000	Percent	$000	Percent
Personnel—				
Salaries and allowances of teachers, administrative staff, etc., paid directly	214,854	65.4	254,570	66.0
Component of grants to boards, universities etc., disbursed by them as salaries	31,440		40,024	
Travel, transport, and communications	2,586	0.7	2,981	0.7
Maintenance, operation, upkeep, and rental of property and equipment	5,048	1.3	6,096	1.4
Materials, supplies, and services	8,489	2.3	9,486	2.1
Other operating expenditure	649	0.2	1,079	0.2
Capital—works, buildings, etc.	63,445	16.8	75,550	16.9
Other—furniture, equipment, and motor vehicles	4,209	1.1	5,366	1.2
Grants, contributions, subsidies, and other transfer payments excluding salary components	46,119	12.2	51,128	11.5
Net expenditure ($000)	376,839	100.0	446,280	100.0

Costing of Recommendations

In its deliberations the working party has recognised a reality principle: it is not sufficient for recommendations to be desirable—they should also be attainable. Before recommendations can be implemented, their implications must be investigated from the point of view of availability of finance, resources, and manpower. There would, for instance, be little point in recommending a 50 percent increase in teaching staff in 1974 when there would be no possibility of providing the necessary manpower.

To illustrate the amounts of money involved in implementing some of our recommendations, we have estimated the cost of selected developments. It should be emphasised that our objective is merely to give examples; there has been no attempt to be exhaustive, nor would such a detailed exercise have been possible with the time and resources available. As our aim is to illustrate rather than to provide definitive costings we have given no more than an order of magnitude concerning the costs involved. In a number of cases, only the principal element in implementing a recommendation has been costed.

Before looking at the cost of recommendations let us consider the education vote as a whole so that the order of magnitude of costing can be seen in perspective. The 1973 estimates of educational expenditure total $446 million so a transfer of 1c in every dollar of Government expenditure to education from other votes would provide an extra $27 million. To obtain this, 1c in every dollar of Government revenue would have to be transferred from other votes (see table 2) or alternatively, tax revenue would have to increase by approximately 1 percent. Similarly, an additional 2c in every dollar of Government revenue allocated to education would produce an extra $55 million and so on.

A series of examples, giving order of magnitude costs of various recommendations, or groups or recommendations, are given below.

Class Size

For some time, there has been pressure to reduce class sizes: staff/student ratios of 1:20 have been requested for primers and forms 6 and 7, and 1:30 for classes from standard 1 to form 5.

Various interpretations concerning the meaning of the 1:20 and 1:30 ratios exist: alternative assumptions include effective class/student ratios, staffing schedules, and maximum class sizes—these give rise to widely differing results when used to calculate the number of teachers needed to achieve implementation.

Example 1—As an example, consider the increases in teaching staff needed for primary schools to achieve staff/student ratios of 1:20 in primer classes, 1:30 in standards. Starting from an assumption that these ratios refer to *staffing schedules*, a calculation can be made based on the interpretation that such staffing schedules would produce effective class:student ratios of 1:16 and 1:26 respectively.

Implementation of these ratios would require the following increases in numbers of class teachers:

Primers ..	4,200 additional teachers
Standards ..	2,100 additional teachers

The cost of this increase *in salaries alone* would be of the order of $36 million.

The School as a Professional Unit

There is evidence that decreased class size, except where applied for specific educational or social objectives for which it has been shown to be effective, may not be the panacea it is often thought to be. We have emphasised previously that operation of the school as a professional unit requires flexibility to undertake various forms of organisation depending on the needs of the learners, the objectives of the school, the aptitudes of the teachers, and the requirements of the curriculum. Such factors as reduction of class-contact time, training, increased ancillary staff, redefined roles for senior staff, support from advisors and through provision of resources, will often facilitate achievement of curriculum objectives to a greater degree than reduction in class size: indeed, we would hope to see substantial variations in class size, according to objectives. Our second example will illustrate costs for a series of items to support the school as a professional unit.

Example 2—	$(million)
(a) Chapter 7*—Ancillary staff. Provided in the ratio of 1 for every 8 teachers in addition to existing provision, this requires 3,550 staff, for whom an average salary of $4,500 per annum is assumed	16.0
(b) Chapter 7—Bursarial assistance. To provide a bursar for each secondary school whose roll exceeds 600 on salary scales outlined in the 1972 *Report on Secondary School Administration* ..	0.8

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*References are given to the chapters or study group reports in which the principal discussion of these items arises.

		$	$(million)
(c)	Chapters 11, 14—Teacher centres. These will vary in cost, according to their location, size, function, etc. One estimate for establishing a centre to serve a district containing approximately 20,000 pupils is:		
	Building and equipment	100,000	
	Staff salaries—		
	Management, training, advisory	20,000	
	Ancillary	9,000	
	Assuming a need for approximately 27 such centres through New Zealand:		
	Capital cost $(million)		2.7
	Annual salaries $(million)		0.8
(d)	Chapter 17, Study group report—*Psychological, Guidance and Support Services*. Sufficient psychologists to achieve a ratio of 1 per 6,000 children in the 0–17 age group; plus a 20 percent increase in the number of vocational guidance officers and upgrading of their salaries to the psychologists' scale; plus sufficient visiting teachers to provide one for every large school, or two smaller schools in the cities and larger provincial towns		1.5
	Sufficient guidance counsellors over and above posts already established to provide two counsellors in schools whose rolls exceed 900, and one in schools with rolls between 200 and 900		1.8
(e)	Chapters 11, 14—Heads of department—curriculum and resources. Provision of staff in the ratio of 1 to 3,000 pupils on the following basis: Primary: curriculum—scale C1; resources scale B2. Secondary: curriculum—PR4; resources—PR3		3.4
(f)	Chapters 7, 11—Additional staffing provision. To allow release of teachers, including principals, for school-based training, at two periods per week (equivalent to 2 weeks per year)		Salaries 7.8

The Teacher

A further emphasis in our report—a corollary in fact of any move to increase school autonomy—has been the need to support the teacher in his day-to-day professional activities. This will involve changes in the nature of, and massive increases in in-service courses for teachers, provision of more counselling services, non class-contact time, advisory services, teacher centres, and a redefined role for senior staff emphasising professional rather than administrative leadership.

At first sight, some of these improvements do not appear to involve major costs; for example organisational and administrative changes are involved in reordering the teaching day, as noted in chapter 7 (Secondary Education); similar changes will release inspectors from their grading function and allow concentration on an advisory function. However, such senior staff require training for their role, the present inducements for able educators to join the inspectorate are inadequate, and a level of recruitment which has allowed the secondary inspector:teacher ratio to fall to some two-thirds of its previous value, thereby forcing activity to be concentrated on grading rather than advice, is a cause for concern when they must bear the brunt of fulfilling an effective advisory and training role. Example 3 illustrates the cost of implementing some of these teacher-oriented recommendations:

Example 3—

		Annual Salaries $(million)
(a)	Chapter 8—Teacher study leave.	
	(i) Provision of additional staff to allow 5 days' study leave per term for teachers during the first 3 years of their teaching service	2.6
	(ii) Provision of additional staff to allow study leave of 1 term for every 7 years of continuous teaching service	3.4
	(iii) Operating costs for courses mounted for (i) and (ii), based on present teachers college expenses	1.3
(b)	Chapters 7, 14—Ancillary staff. Provision in the ratio of 1:8 as outlined in example 2 (a)	16.0
(c)	Chapter 7—In-service training. Provision of additional staff to allow release of teachers other than those covered in (a) (i) above for 1 period/week school-based in-service training	3.0
		Cost $(million)
(d)	Chapters 11, 14—Teacher centres. As outlined in example 2 (c)	3.5
(e)	Chapters 7, 17—Services for children with special needs, as outlined in example 2 (d)	1.5

Learning Resources

In the next decade, one of the key factors in the improvement of learning will be the increasing application of a wider range of learning resources. We have referred to the role of learning resources in encouraging independent learning, leading in turn to ability to take advantage of continuing education; to their role in providing flexibility to meet the varying needs of learners and a variety of school objectives; to their ability to assist in particular learning situations such as mass or individual instruction and in providing for pupil activity during instructional time.

One of our major themes concerning learning resources—organisation at and beyond the school level to provide information about resources and to plan and co-ordinate their selection and provision—is much less expensive than the provision of buildings and resources themselves. As shown in the following costing, elevation of libraries to the position referred to in the study group report, *Libraries in Education*, involves major capital expenditure, but this should be seen in the context of an area neglected which now requires a major infusion of funds to achieve a satisfactory level. Educational television is another major item, costed here so that it may be reviewed against other desirable developments. In such cases, the decision to be made is in which area the infusion of such levels of funding will give the best returns to learner and teacher. On such a basis, the position of libraries as suppliers of book resources may be economically untenable, but when seen as an essential—perhaps central—part of the resources organisation of the school, with staff trained accordingly, their role assumes much greater significance.

Example 4—

(a) Chapter 14, Study group report—*Libraries in Education*. To achieve the standards suggested in the study group report *Libraries in Education*

	$(million)
(i) Primary—	
Capital costs—	
Buildings	14.0
Furniture and equipment	1.3
Stocks	12.3
Annual costs—	
Staff salaries	4.0
Library and book grants	0.9
(ii) Secondary—	
Capital costs—buildings	12.6
Annual costs—	
Staff salaries	2.6
Library grants	0.6

Example 4—continued

	$(million)
(iii) Training for teachers and librarians to reach the suggested standard:	
Total cost	1.6
(b) Chapter 14, Report of the Committee of Inquiry into the Uses of Television in Education—Educational television. Provision of educational television as outlined in the above report (1971 figures)	
Capital cost	5.7
Annual cost	1.2
(c) Chapters 11, 14—Teacher centres. (See example 2)	3.5
(d) Chapter 14—Resources staff in schools. Provision of a head of resources, in the ratio of 1 unit per 3,000 pupils. (Primary: B2; secondary: PR3), annual cost	1.6
Plus 1 ancillary staff member per 1,000 pupils at $4,500 per annum	2.9

Research

The working party has accorded a high priority to the role of research and evaluation in improving learning and teaching in New Zealand. While viewing the present provision with concern and regarding expansion as a matter of urgency, we nevertheless recognise that the same low level of provision prevents effective deployment of the major expansion we would wish to see. Thus our estimates of additional finance over the next 5 years are relatively modest. Broad estimates have been prepared of the kinds of appropriations which seem realistic in preparing for a doubling of the research work force over a 5-year period, and a balanced development of both regional and national facilities. To facilitate easy comparisons the estimates below are based upon the current salary scales of persons employed as university lecturers, on the assumption that these provide a reasonable guide to the salary and status of the research personnel required. In addition they include provision for supporting staff at 35 percent of a research worker's salaries, and provision for accommodation, working expenses, equipment, and research materials at a further 30 percent of such salaries. These estimates are additional to current expenditures on research which the working party assumes will be continued. Moreover, they provide only for increased Government expenditure under the Vote: Education and do not incorporate estimates from other sources, research allocations within universities or other tertiary institutions, statutory bodies and so on.

The following figures, which represent current price estimates for the recommendations made in chapter 19 will provide an approximate guide for the purpose of assessing the advantages to be gained from such expenditure.

TABLE 5—ADDITIONAL RESEARCH AND DEVELOPMENT EXPENDITURE PROPOSED

	1975	1976	1977	1978	1979	1980
	$	$	$	$	$	$
Staff expansion, regional and national ..	134,000	264,500	423,500	578,000	738,000	915,500
Special experiments and contracts	10,000	12,000	14,000	16,000	18,000	20,000
Training fellowships and scholarships ..	15,500	31,000	46,500	71,000	77,500	84,000
Special courses and seminars .. .	5,000	6,000	7,000	8,000	9,000	10,000
Research planning ..	2,500	2,500	3,000	3,000	3,000	3,500
$	167,000	316,000	494,000	676,000	845,500	1,033,000

Other

To provide some indication of amounts involved for comparative purposes, some costing has also been undertaken in the fields of early childhood education, continuing education, psychological and other services, and Maori education.

(a) Chapters 4, 7—Community schools. To include the following community facilities over and above those normally provided for a large secondary school:

	Capital Cost $(million)
• Additional site development;	
• Additional car parking;	
• Adaptation of school buildings;	
• Community building;	
• Swimming pool;	
• Furniture and equipment	
• Cost per school	0.6

(b) Chapter 5—Early-childhood education:

(i) Cost of raising the percentage of children in the 3–5 age group attending pre-school classes from 40 percent to 60 percent, on the basis of the recently introduced subsidies:

	$(million)
Building and equipment subsidies ..	8.5
Teachers salaries	1.2
Training additional teachers under present policy	0.8

	Annual Cost $(million)
(ii) Chapters 5, 8—Teacher education. To increase the teacher education programme from a 2 to a 3-year course	0.4
(c) Chapter 17, Study Group Report—*Psychological, Guidance and Support Services.*	
(i) Provision of psychologists in the ratio of 1 per 6,000 members of the population in the 0–17 age group	0.9
(ii) Increase of 20 percent in numbers of vocational guidance officers, and upgrading of salary scale to that of psychologists	0.2
(iii) Increase in numbers of visiting teachers to allow provision of one per large secondary school or two smaller secondary schools, to service schools in the contributing area	0.4
(iv) Improvement in welfare services and educational advising as outlined in the study group report	2.1
(v) Education and training of special education and other teachers	0.3
(vi) Provision of 1 remedial teacher for every 600 state primary pupils in addition to present staffing schedules: salaries ..	4.9
(d) Chapter 16, Study Group Report—*Maori Education.* Costing is related to the recommendations contained in the study group report *Maori Education,* on the basis of assumptions arising from discussions with study group members.	
(i) To provide courses and materials for teacher education courses	0.2
(ii) To train teachers of the Maori language, provide materials, and mount courses on teaching of English to Maori students ..	0.5
(iii) To provide continuing education courses and extension workers	0.2
(iv) To establish research projects including experimental schools	0.2

Chapter 23 A STATEMENT OF PRIORITIES

New Zealand is not alone in its reappraisal of the education it offers: there is a world-wide restatement of educational objectives and a questioning of traditional forms and processes, and as we have examined the many aspects of learning and teaching we have been aware of this questioning, and have also had in mind the concept of education developed by the Working Party on Aims and Objectives. It is within this context that we have tried to concentrate on those areas which seem to us to be crucial if we are to move in the right directions, and with enough speed to cope with the changes which have been taking place in society throughout this century and at an even greater pace at the present time. Whatever changes there may be in the material circumstances of education, there is no doubt that their effectiveness will depend ultimately upon the people through whom they are expressed. And within these people, the most important element of all is attitude; and it is because of this that *our first set of priorities is attitudinal.* We have drawn attention to them in many places throughout the report:

- The concept of the school as a professional unit and a learning community, with all the implications which flow from this.
- The concept of lifelong education—education as a continuing process extending from early childhood to beyond the formal school system.
- The concept of continuity throughout the whole educational system.
- The concept of school-community co-operation and mutual support.

But attitudes are not enough; we need the means to express them through the complex network of educational structures and functions. It is because we realise that many of our detailed recommendations call for greater skill, knowledge, and weight of responsibility on the part of teachers that we place as *our first major priority for educational development the continuing education of teachers.* In traditional terms, we call for a very great increase in in-service training; for the simple facts of the matter are that nothing will happen to make any substantial improvement to learning and teaching unless teachers want it to happen and are in a position to make it happen.

Having said this—easy to say but difficult to achieve—we need to emphasise *our second major educational priority: adequate resources.* When we speak of resources we refer to human as well as material resources—and we put the human ahead of the material. We have made recommendations about a whole range of supporting services: from the high-level advisory services of a redefined inspectorate, through the various advisory officers and specialist services, to ancillary staff. As we have seen, the education profession is massive in economic and manpower terms, and if it is to be used most effectively then every possible support must be given to enable teachers to function at as high a professional level as possible. In this connection we should reiterate the key parts to be played by principals, senior administrative staff, and inspectors, and our concern that they be adequately trained for their exacting roles.

It should be abundantly clear from all that we have said about learning and teaching that the teacher-pupil relationship is central; but in a system dealing with close on a third of the total population, material resources must loom large—both from the point of view of the teacher trying to translate objectives into reality, and from the economic viewpoint. In making this a priority we stress the need for integration of resources in "resource centres"; but this illustrates the fact that we are dealing with a network of changes, for resource centres need to have the special advisers who can ensure that resources are used effectively, and both they and the teachers they advise need in-service training in resource use.

Given the teachers with supporting in-service training and resources, we still need to make certain that opportunities for development are real and that constraints are removed. We therefore make as our third major educational priority [illegible] *recommendations:*

- *The strengthening of school-based* [illegible] *rather than syllabuses;*
- *The phasing out of external examinations* [illegible] *school leaving certificates* [illegible]

These two groups of [illegible]

[illegible]

We think that they are mistaken in their predictions of "softness" in the system and short-sighted in their view of what education is, and should be.

If changes are to be made, if innovation is to be encouraged, and if a serious attempt is to be made to answer at least some of the questions which still beset so much of educational activity—from the dynamics of classroom behaviour to the operation of the whole administrative structure which supports it—then *research and evaluation must be given a place of priority, and we place it as our fourth major priority*. This illustrates the difficulty of a linear listing of priorities, for while many of the things we have mentioned are relatively costly in terms of the total financial resources available, research and evaluation make small claims by comparison. And yet a substantial increase in the financial provisions for research would have a revolutionary effect upon the research scene in New Zealand education—an effect which would enliven all the other recommendations we make. Within this overall priority we would stress the expansion of research services through regional research and development centres, and the training of research workers.

Each of the other sectors and aspects of education with which we have dealt is important in its own right, and it is hardly possible to order them in crude priority terms. But within each of these aspects we can point to an area or areas of emphasis which we think to be essential. It should also be remembered that the four attitudinal and the four educational development priorities we have already discussed are intimately involved in, and have implications for, each of these aspects. Although we do not wish to suggest that only the areas of emphasis we single out are important and that the other recommendations for each topic are not, nevertheless if forced to pick out our major emphasis we would pick these:

- Continuing education: *training of adult educators and the development of community schools.*
- Early-childhood education: *parent education and the rationalisation of levels of training.*
- Primary and secondary education: *strengthening of the school as a professional unit; leadership training for principals.*
- Teacher education: *continuing education for all teachers.*
- Vocational education: *courses for training officers and strengthening of vocational guidance.*
- Continuity in education: *establishing a unified teaching profession.*
- Curriculum: *developing school-based curricula.*

- Moral education: *a planned part of the curriculum.*
- Assessment: *strengthening school-based assessment.*
- Resources: *developing resource centres.*
- Buildings: *strengthening the School Development Group.*
- Maori education: *expanding Maori language teaching.*
- Children with special needs: *adequate training for specialists and ready availability of supporting services.*
- Rural education: *realistic incentives to attract teachers to rural areas.*
- Research: *regional research centres.*

We have not attempted to work within a fixed sum available for additional developments in education, although we realise that decisions will ultimately be conditioned by financial realities.

Improvements in learning and teaching will call for an even greater proportion of the national income if our recommendations are accepted. But we draw attention again to our four attitudinal priorities. If these are accepted, then ways and means will be found to make significant changes.

Chapter 24 SUMMARY OF RECOMMENDATIONS

Chapter 4: Continuing Education

1. That, subject to stipulations regarding payment of reasonable fees for these additional services, adult students be allowed to enrol with the Correspondence School, whether or not they live near an institution where a class in the subject required is held and whether or not they are enrolled in such a class.

2. That the Correspondence School be authorised to prepare a number of courses specifically designed to meet the needs of adults.

3. That, as a pilot project in addition to those proposed in recommendation 3 of the UNESCO Lifelong Education report, the Correspondence School be authorised to enter into a co-operative arrangement with a selected secondary school or schools for the purpose of making experiments in the combination of correspondence study with face-to-face tuition.

4. That all institutions responsible for courses in continuing education be asked to review the adequacy of their programmes for women, and the conditions under which they are offered.

5. That a rapid expansion of continuing education be based upon the secondary schools in close association with local communities.

6. That the pilot project proposed for selected secondary schools by the Lifelong Education Committee and foreshadowed by the developments at Mangere and elsewhere be set up without delay and that substantial encouragement be given to serving teachers and education officers to specialise in the field of continuing education.

7. That regulations be drawn up under section 201 of the Education Act with a view to encouraging the establishment of community centres at secondary and other schools with suitable facilities.

8. That better integration between secondary schools and community life be encouraged by the setting up of experimental work experience schemes for pupils and by the insitution of procedures facilitating the return of early school leavers for further education.

9. That the membership of the National Council of Adult Education be increased by the addition of the following members:

(a) One person nominated by each of such national bodies as:
  (i) Vocational Training Council (to provide a formal link with the vocational training sector).
  (ii) National Council of Women.
  (iii) New Zealand Maori Council.
  (iv) National Youth Council.

(b) Two persons professionally engaged in continuing education.

10. That the professional staff of the National Council of Adult Education be increased for the purpose of investigating:

(a) National needs in continuing education with special reference to disadvantaged and ethnic groups.

(b) The basis of applications for assistance by voluntary and other bodies.

(c) The success of pilot and other projects sponsored by the council or other public bodies.

Chapter 5: Early-childhood Education

1. That programmes in parent education be substantially expanded and strengthened, with the resources of all bodies concerned with early-childhood education and parent education being mobilised and co-ordinated in support of such programmes.

2. That consideration be given to the establishment of a co-ordinating body similar to the British National Children's Bureau.

3. That, in any planning for the development of community centres, special attention be given to the incorporation of early-childhood education and parent education facilities as an integral part of the centre.

4. That, in the allocation of funds for early-childhood education or for community centres with early-childhood education facilities, the Government give priority to new housing areas and areas of special need.

5. That the National Advisory Council on Pre-school Education initiate a review of present training schemes, with a view to providing some integration at the higher levels of training while allowing for diversity in initial training.

6. That the Department of Education provide the National Advisory Council with a secretariat which is strong enough to enable it to carry out its various functions.

7. That the Department of Education promote and support future developments in the field of early-childhood education by appointing, at an early date, an officer of senior status to have overall responsibility for the field and that this officer be supported by professional and administrative staff.

8. That urgent attention be given to the establishment of a policy for the provision of child-care services, and that this policy clearly state that all child-care services should make adequate provision, in staffing and facilities, for a developmental and not merely custodial environment.

Chapter 6: The Primary School

1. That there be a substantial increase in the number of primary studentships (division S), and that more opportunities be made available for experienced teachers to complete university degrees through full-time university study.

2. That greater freedom be given to primary schools to implement programmes which are innovative in nature.

3. That principals be given authority to approve, and accept overall responsibility for innovative programmes in their schools.

4. That schools be required to accept responsibility for explaining their aims and programmes to parents and for taking all possible measures to ensure that this responsibility is met.

5. That the Department of Education, through its Curriculum Development Unit or through the inspectorate acting in an advisory capacity, collate and make available, on request, examples of effective techniques which have been employed by schools in communicating with their local community concerning the objectives and programmes of the school.

6. That provision be made for newly-appointed principals to receive systematic training in school administration, and that all principals be given opportunities, through substantial in-service courses and seminars, to study school administration and other matters relevant to their leadership role in the school.

7. That steps be taken to increase the availability of ancillary staff to both principals and teachers.

8. (a) That the advisory services be substantially strengthened and that their establishment be recast on the basis of a ratio related to the number of teachers in the primary service.

8. (b) That there be an early and substantial increase in the number of advisers in the fields of reading and mathematics.

9. That newly-appointed advisers be given a period of basic training related to their new position, and that provision be made for advisers in the field to keep abreast of their special fields through further periods of in-service training or study.

10. That there be a substantial strengthening of initial and in-service training in methods of assessment, and that primary teachers studying for degrees be encouraged to include advanced courses in educational assessment and evaluation in their university work.

11. That, as a long-term objective, all primary schools of medium size or above have at least one teacher with a position of responsibility who has an adequate qualification in the area of educational assessment, and who can act as a resource person and adviser for the school as a whole.

12. That changes in the role of the inspectorate which are aimed at eliminating the individual grading function and increasing the advisory function be regarded as a matter of urgency.

13. That there be a thorough examination of the inspectorial system which would include: the selection and training of inspectors; definition of their roles in relation to individual teachers and the work of the school as a whole; consultative procedures through which they may be more effective in helping teachers to develop individual school programmes; the nature and resolution of any "communication gap" between inspectors and teachers.

Chapter 7: Secondary Education

1. (a) That priority be given to improved and increased teacher education, both pre-service and in-service, as recommended in chapter 8 on teacher education.

1. (b) That such teacher education take account of the leadership role of senior staff as well as the need to develop innovative skills and attitudes.

2. That in view of the increasing responsibilities of senior staff for initiating and co-ordinating school programmes, their teaching and routine administrative load be adjusted to enable this leadership function to be carried out.

3. That to promote efficient professional activities as defined in this chapter:

(a) The amount of class-contact time in proportion to total working time be reduced substantially for all teaching staff;

(b) The structure of the teaching day be reorganised to reduce the amount of continuous class-contact time for teachers and pupils.

4. That adequate resources and, in particular, a greatly increased provision of support staff, be provided to facilitate professional teacher activity.

5. That provision of suitable guidance networks as envisaged in the 1971 Department of Education report, *Guidance in Secondary Schools* (and now accepted as policy), be regarded as an integral part of the staffing establishment of every secondary school.

6. That in the planning of the secondary curriculum—for example, in the choice of subjects offered boys and girls, the content of social studies and liberal studies programmes, and the preparation of resource materials—the Department of Education and all secondary schools be asked to take account of changing attitudes towards the roles of women and men.

7. (a) That schools be encouraged to devise curricula appropriate to the individual and collective needs of their students—within broad guidelines and subject to procedures of accountability.

7. (b) That the flexibility sought in curriculum organisation and teaching methods be matched by flexibility in school organisation to allow for activities which do not fit the normal time tabling pattern.

7. (c) That schools be staffed to allow for one or more of the staff of each school to be designated curriculum development leaders to work in conjunction with heads of departments and to assist in construction of curricula relevant to individual and collective needs.

8. That the emphasis in continuing education courses for teachers move towards whole-staff training on a school-by-school basis to ensure staff effectiveness for their chosen objectives.

9. That greater use be made of community resources, including work experience for those students who would gain substantial benefit from it: and conversely, that through their school programmes students be given realistic opportunities to appreciate their responsibilities towards the community.

10. That community use of schools increase substantially, and that schools which recognise the need, are prepared to work for it, and are actively supported by their local authority, be designated community schools for the initiation of community programmes; that additional facilities be provided following assessment of requirements for these programmes; that evaluation be made of the effectiveness of the programmes provided; and that finance for the extra commitment be provided.

11. (a) That community programmes be controlled by a senior staff member, such as an appointee at deputy principal level to undertake this function.

11. (b) That staff appointed to run community programmes be attached to the school.

12. That local authorities be encouraged to place community facilities in or adjacent to selected schools.

13. That planning of new schools take account of possible community usage—for example, in parking facilities, increased library provision, and increased grounds and sports facilities—bearing in mind that convenience of access is a key factor in achieving usage of facilities.

14. That staff and students be accorded the right of active, responsible, and democratic participation in the affairs of the school.

15. That variations in the school system such as urban area and form 1–7 schools, form 1–5, form 6–7, and form 6–8 colleges be established as properly evaluated experiments.

16. That irrespective of any organisational changes, teaching and learning in forms 6 and 7 be improved by the provision of facilities and conditions which take account of the age and maturity of the students in those forms.

17. That schools be so staffed that they can employ managerial techniques and administrative arrangements which will ensure that students have a sense of belonging to a unit with which they can readily identify and satisfactorily relate, but that the unit size should not be so small as to impede learning and teaching through lack of special resources or inability to offer specialisation where appropriate.

Chapter 8: The General and Professional Education of Teachers

1. That the education of teachers be reorganised to make it a continuous, co-ordinated process which begins with pre-service preparation and continues throughout the teachers' careers.

2. That the Department of Education delegate a greater degree of responsibility to suitably representative local agencies in developing and co-ordinating provisions for teacher education.

3. That the functions of teachers colleges be extended to provide for the pre-service needs of teachers preparing to work at various levels in the system.

4. That the functions and resources of teachers colleges be extended to enable them to contribute substantially towards the further education of teachers.

5. That means be developed to enable teachers to gain credit towards higher qualifications through a variety of continuing education courses.

6. That the staffing and resources of teachers colleges be strengthened to enable them to effectively meet the demands of modern teacher education at both pre-service and continuing education levels.

7. That wherever appropriate, teachers colleges be encouraged and serviced to provide courses in teaching techniques for people with part-time teaching responsibilities.

8. That teachers colleges be provided with sufficient resources for research to enable them to evaluate their programmes effectively and explore new learning and teaching approaches.

9. That as a means of further improving teacher education, teachers colleges and other tertiary institutions be strongly encouraged to develop such forms of co-operation as are appropriate for local conditions.

10. (a) That all untrained teachers appointed to a technical institute for the first time undertake a common training programme.

10. (b) That voluntary study programmes be introduced which provide an opportunity for full-time tutors to undertake studies leading to an appropriate teachers' qualification, and for part-time tutors to undertake studies which will enable them to perform their duties as teachers with greater confidence and effectiveness.

11. That adequate programmes of continuing teacher training be developed for staff in all tertiary institutions.

12. That universities, technical institutes, and teachers colleges explore the possibilities of co-operation both at national and local levels in setting up training programmes.

13. That the University Grants Committee consider the setting up of a joint committee similar in function to the educational development committee established by the University Grants Committee in Britain.

Chapter: 9 Vocational Education

1. That there be immediate implementation of recommendation 6 (a) of the report on Lifelong Education, namely: *That the Department of Education be asked to convene meetings with the National Council of Adult Education and the Vocational Training Council to foster further experimental programmes for adult teachers and trainers in co-operation with other training institutions.*

2. (a) That experimental work orientation programmes be established at secondary level in differing socio-economic areas.

2. (b) That these programmes be evaluated after participants have chosen and taken up their careers.

2. (c) That the problems associated with providing work experience as a part of such programmes be fully investigated with a view to providing work experience for all those who would derive substantial benefit therefrom.

2. (d) Dependent upon the success of the experimental programmes, that all secondary schools be encouraged to develop and implement programmes of this nature.

3. (a) That improved pre-service and in-service training, together with provision for "time-out" experience in industry, commerce, and other fields, be provided for all vocational guidance personnel.

3. (b) That increased emphasis be placed on strengthening the vocational guidance element of all guidance counsellors' work in order to ensure that current and future vocational guidance needs are adequately met.

4. (a) That the Curriculum Development Unit be asked to conduct an immediate and full investigation into the problem of students lacking the basic skills and the means by which these problems may be remedied.

4. (b) That, following this investigation, appropriate programmes to overcome any problems in the basic skills be developed and implemented throughout primary and secondary schools.

5. (a) That the Vocational Training Council appoint a liaison officer responsible for developing and maintaining liaison between industry and educational agencies at all levels.

5. (b) That the Vocational Training Council through its liaison officer—

(i) Organise and promote seminars and conferences on aspects of education which are of major interest to industry and education.

(ii) Develop a comprehensive system of disseminating information and ideas of interest to both industry and education.

5. (c) That the Vocational Training Council be invited to nominate representatives as members of educational committees (such as that proposed in chapter 11, The Curriculum) where close links between industry and education would be beneficial.

6. That the New Zealand Council for Educational Research, the Vocational Training Council, and such bodies as the Industrial Relations Centre at Victoria University be asked to confer about establishing continuing and comprehensive research programmes in this field.

7. That increased resources be made available to technical institutes to enable them to provide a wider range of vocational education to meet current and future needs.

8. That the building of hostels for technicians and apprentices be given equal priority with hostels for other types of students.

9. That industry training boards and technical institutes examine current training programmes with a view to providing greater flexibility and scope for the training of women.

10. That the Vocational Training Council and the National Advisory Council on the Employment of Women examine the need for such provisions in New Zealand and make appropriate recommendations to the Government.

11. That the Vocational Training Council be asked to carry out an investigation into the problems and needs of all ethnic minorities in the labour force with a view to implementing appropriate educational programmes.

Chapter 10: Continuity

1. That there be a unified teaching service in New Zealand, with common certification or registration, comparable conditions of service, and a single salary scale; and that differentials in salary and appointment be related to experience, relevant qualifications, and weight of responsibility carried.

2. That this professional unification extend to all the supporting and advisory services, including the inspectorate.

3. That the two major professional teacher organisations, the New Zealand Educational Institute and the New Zealand Post-primary Teachers' Association, be requested to set up a joint committee to study ways and means of moving towards the establishment of a single professional organisation for teachers.

Chapter 11: The Curriculum

1. That the further development of school-based curricula within broad national guidelines be encouraged and supported; and that mechanisms for broadly-based staff consultation and co-operative planning within the school and between the school and local advisory services be strengthened.

6. That the New Zealand Council for Educational Research, the Vocational Training Council, and such bodies as the Industrial Relations Centre at Victoria University be asked to confer about establishing continuing and comprehensive research programmes in this field.

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Chapter 11: The Curriculum

1. That the further development of school-based curricula within broad national guidelines be encouraged and supported; and that mechanisms for broadly-based staff consultation and co-operative planning within the school and between the school and local advisory services be strengthened.

2. That a liaison and consultative committee containing wider representation from the various broad groups (including employers) interested in the curriculum in schools be established in association with the Curriculum Development Unit.

3. That once this liaison committee has been established, and gains in experience, it consider the desirability of recommending the establishment of an advisory committee which would take over its own and other functions regarding curriculum development.

4. (a) The inspectors of schools be progressively freed from their teacher-grading functions so that they can devote more time to advising and assisting teachers to develop and appraise teaching programmes in their schools, to the organisation of courses and resources for schools, and to informing the community about educational developments.

4. (b) That the Curriculum Development Unit be strengthened to enable it to continue to carry out national functions, for example, initiating local and national pilot schemes, evaluating curriculum processes, carrying out research and development on the curriculum, devising and deploying resources, working with guideline committees towards the production of national guidelines and ensuring continuity of curriculum.

5. That more schools be encouraged to explore ways and means of establishing closer relations between themselves and their communities so that:

(a) Parents and others may make greater use of school resources;

(b) Greater use may be made of community resources to provide relevant learning experiences for their pupils.

(c) Parents may be given realistic regular opportunities to gain information about the school curriculum and to discuss the nature of that curriculum with staff.

6. (a) That local teachers (and resource) centres be established to assist teachers in designing and implementing new curricula at all levels.

6. (b) That teachers be given more time to prepare and evaluate curriculum development in their schools.

6. (c) That schools adopt (or extend) policies of sharing their resources (equipment and staff) within a school and with neighbouring schools.

Chapter 12: Moral Education

1. That schools examine their own rules and regulations and the means by which they are enforced, bearing in mind that these details of social organisations are powerful examples for pupils of the ways in which fundamental moral principles are applied in everyday social life.

2. That through discussion, publication, and any other means of communication between the school, parents, and local community agencies and services, the obligations of the school to parents and the community, and of parents and the community to the school, be clearly delineated and stated.

3. That, as a contribution to this task of communication, the Curriculum Development Unit be asked to gather and make available, on request, examples of statements or guides compiled by schools concerning codes of behaviour, agreed principles of co-operation and responsibility between home and school, and pupil responsibility and involvement in the social affairs of the school.

4. That the ability to discuss and evaluate moral issues and to learn what is involved in translating precepts into practice be a central rather than a peripheral outcome of teaching activities in the area of moral education. Moral education should, therefore, be a *deliberately planned* part of the curriculum in schools.

5. That discussion, debate, or other activities be guided by the following goals:

(a) Developing awareness of the function of social rules in particular societies and of the moral principles implicit in such rules;

(b) Recognising differing personal ideals and values which individuals hold, respecting the right of individuals to differ, and becoming aware of the set of values from which their own ideals are crystallising;

(c) Developing the ability to discuss and accept the existence of alternative points of view on moral issues, learning to apply the criterion of rationality to moral judgments, and learning to follow through the consequences and obligations arising from moral decisions;

(d) Recognising and learning to appreciate the moral issues involved in the reciprocal rights of individual and society.

6. That the role of the teacher in discussions on moral issues be managerial—he should deliberately remain a neutral promoter of activity except where his professional judgment indicates a need for intervention. In these circumstances, the position he adopts should be directed towards the welfare of his pupils and their families rather than towards the reflection of his personal set of values.

7. That—

(a) In-service training and guidance be provided for the roles the teacher is expected to fulfil in moral education, and that, when appropriate, specialists from relevant disciplines be consulted in the setting up of such courses;

(b) The Curriculum Development Unit be strengthened to allow for the development of resource materials which may be used as a basis for topics in moral education over a wide range of levels in the school system;

(c) Pilot programmes be encouraged and that provision be made to evaluate such programmes and to make the results widely available if they are judged to be helpful to teachers.

Chapter 13: Assessment

1. That every secondary school leaver receive a leaving certificate which gives a complete record of his attainments.

2. That over the next 5 years external examinations be phased out and replaced by a system of internal assessment within schools.

3. That during the transition period standards between schools and subject groups be controlled by means of moderating procedures.

4. That the initial training of teachers in assessment principles and procedures be strengthened and that all student teachers be required to take suitable courses in assessment.

5. That more in-service training in assessment principles and procedures be made available to practising teachers at all levels.

6. That the Examinations and Testing Unit of the Curriculum Development Unit be given sufficient staff and facilities to enable adequate support to be given to teachers.

7. That provision be made for a regular series of national assessments of scholastic standards and relevant attitudes in the basic subjects at intervals of not more than 10 years in each field.

8. That provision be made to enable educational institutions to request evaluation of their curricula and objectives, and the extent to which their objectives are being met.

9. That the practice of publishing the results of educational assessment, including external examinations, be discontinued, and that at and beyond the secondary school level no formal record be released without the prior consent of the student.

Chapter 14: Learning Resources

1. That the basic equipment entitlement for schools provide more flexibility and choice so that resources may be selected to suit the needs of individual schools.

2. That maintenance of equipment be part of the basic entitlement.

3. That there be an annual review of the equipment scheme to take account of new products and changes in curricula and teaching methods.

4. That advisory services be established to provide information on what resources are available and how they can be used most effectively.

5. That resource centres be established at all schools with functions and facilities to suit local conditions.

6. That adequate staffing be made available to manage and operate resource centres.

7. That teachers centres be established, initially in the major population centres and as soon as possible thereafter on a wider scale; that provision of the centres be flexible and that the centre be designed to serve the needs of a particular area.

8. That a 1-year full-time course be set up in the New Zealand Library School, open to trained teachers and to trained librarians with suitable qualifications and experience, qualifying those who complete it for professional status as school librarians.

9. That in order to provide appropriate training for professional librarians and library assistants employed in schools, options in school librarianship be included in the diploma and certificate courses conducted by the library school.

10. That teachers colleges institute a basic course for all students in the use of books, libraries, and other media.

11. That as an interim measure, immediate provision be made for a substantial increase in the present ancillary staff entitlement for both primary and secondary schools, and in tertiary institutions where such entitlement is provided.

12. That at all levels there be a specific allocation of time for ancillary staff to support teachers and lecturers in the preparation of teaching materials, the use and maintenance of equipment, and in associated tasks.

13. That ancillary staff be actively recruited and paid rates which reflect the level of expertise which they possess and the need to provide an attractive alternative to other employment opportunities.

14. That all student teachers be given courses including study of the technology of education, the impact of technology on education, and the application of technology to education.

15. That use of a variety of learning resources be intergrated into all teacher education subject courses.

16. That increased emphasis be given to providing early opportunity for teachers to have in-service courses on the application of learning resources to the achievement of curriculum objectives.

17. That a resources unit with responsibility for the learning resources field be established within the Department of Education.

18. That planning, development, implementation, and evaluation in the field of learning resources be co-ordinated at the national level.

19. That a council, representative of educational and lay organisations, be established to advise the Department of Education on co-ordination and developments in the field of learning resources.

20. That no decisions regarding the commencement of educational television in schools be made before the establishment of a national co-ordinating body. Pilot schemes and the level of introduction of educational television should be decided by this body.

If a decision is made to proceed with educational television:

21. That an educational broadcasting section be established within the resources unit with responsibility for initiation, preparation, and evaluation of educational programmes, and for advising and establishing liaison with broadcasting agencies.

22. That educational television have its own production studios and that a career structure be established for educational programme production staff.

23. That in the new broadcasting structure, there be—

(a) Provision for effective co-ordination and co-operation in the field of educational broadcasting by establishing working arrangements whereby educational authorities and other interested parties participate as appropriate, in the selection, planning, and evaluation of educational programmes;

(b) Minimum periods of broadcast time set aside for continuing education programmes.

Chapter 15: Buildings

1. That the School Development Group be strengthened substantially to allow for more research and exploratory activities in all aspects of school design, and to facilitate the flow of information about new developments through regular publications.

2. That school districts encourage the setting up of joint study groups in the area of school design, and that regular in-service courses in this area involving members of the relevant professions be provided.

3. That an educationist with special knowledge in the area of curriculum and teaching method be appointed as a regular member of the School Development Group.

Chapter 16: Maori Education

1. That urgent attention be given to upgrading pre-service courses and extending in-service courses to provide for more extensive study of:
   - (a) The learning patterns of Maori children;
   - (b) Maori language and culture, and ways in which these can be integrated into and taught in appropriate fields of study.

2. That in appropriate subjects and to the greatest extent possible, Maori language and culture be included in the curriculum at all stages of the education system.

3. That the particular needs of Maori parents and their children be taken into account in the provision of facilities for early-childhood education.

4. That the vocational needs of the Maori in both urban and rural areas be catered for by an extension of pre-vocational and vocational courses, and greater provision of opportunities for "second-chance" education.

5. That urgent attention be given to the establishment of courses and facilities based on community colleges, community centres, or secondary schools, which provide for the varied and particular needs of the Maori people.

6. That the Government provide greater financial support for appropriate research projects and that an experimental school based on a marae-community concept be established to allow various programmes to be implemented and evaluated.

Chapter 17: Psychological, Guidance, and Support Services and Children with Special Needs

1. That the Psychological Service be expanded substantially so that it can meet more readily the many demands placed on it.

2. That the Vocational Guidance Service be upgraded and expanded so that it can provide more effectively for the vocational guidance of adolescents and young adults and support the development of the guidance network in secondary schools.

3. That more visiting teachers be appointed and that where possible they service groups of schools on the basis of one visiting teacher to each secondary school (or pair of schools in the case of smaller schools) and the intermediate, primary, and pre-schools around it.

4. That urgency be given to the setting up of a committee of inquiry or similar body with powers to examine inter-relationship and co-ordination among psychological, guidance, and support services of Government departments such as Education, Health, Justice, and Social Welfare, of voluntary organisations such as the Crippled Children Society and the Intellectually Handicapped Children's Society; and of statutory bodies such as local and regional authorities and hospital boards.

5. That psychological, guidance, and support services be developed on a co-ordinated basis within local communities in such a way that they are readily accessible to parents, teachers, and others who need them, and that the committee of inquiry investigate ways of implementing this principle.

6. That teachers in training, from pre-school to secondary, receive basic training in special education, so that they have sufficient expertise to recognise children with learning difficulties, knowledge of the main kinds of atypical development and of the array of special services, and specific information on how to seek the help of specialists.

7. That remedial education receive greater emphasis in teacher training and that there be appointed to schools specialist remedial teachers to help classroom teachers cope with children with serious learning deficits.

8. That areas where children are educationally disadvantaged be identified and that special efforts be made in school, family, and community to help these children achieve at levels nearer their capabilities.

9. That full-time courses of education and training be developed in teachers colleges for teachers entering the field of special education.

10. That the education and training of children with special needs take place, to the greatest extent possible, within the environs of local schools.

11. That provisions for children in special education include greater emphasis on family guidance and support at every stage from early-childhood to adulthood, and on after care beyond the school years.

12. That where changes in the provisions for special education are likely to occur, parents of children who are likely to be affected by the development be informed and, where appropriate, consulted.

Chapter 18: The Education of Rural Children

1. That studies be undertaken and some experimental schemes inaugurated to determine the most suitable pattern for a specifically rural form of early-childhood education.

2. That in the study of rural early-childhood education particular attention be given to the needs of the Maori members of rural communities.

3. That there be provision of realistic locality allowances and/or salary differentials in favour of rural teachers at such a level as to constitute an effective incentive.

4. That there be provision of flats suitable for single teachers or teachers with small families.

5. That there be loan finance linked to a system of purchase and guaranteed resale of houses for teachers.

6. That rural communities be involved, at an early stage, in any planning and discussion concerning consolidation.

7. That flexibility in the implementation of change be a paramount principle, that educational institutions be adapted to the needs of the communities they serve, and that every effort be made to ensure that the education of the rural child proceeds as a continuous process.

8. That in any provision of secondary school hostel accommodation particular attention be given to the community life of the boarders.

9. That in areas where they are practical for geographic and other reasons the establishment of 5-day hostels be encouraged.

10. That boarding bursaries be adjusted to make secondary education as free to the country child as it is to his urban counterpart.

Chapter 19: Expansion of Research Services

1. That the numbers of research workers employed in educational services be doubled during the next 5 years to allow the following developments to take place:

   (a) The establishment of regional centres for research and development in districts already provided with a full range of educational institutions (schools, a teachers college, a technical institute, and a university);

   (b) A substantial expansion in the research staff of the Department of Education to provide information essential for the formulation of policy, programme, and curriculum evaluation, and the development of teaching resources and facilities;

(c) A comparable expansion in the research staff of the New Zealand Council for Educational Research providing for a steady growth of existing services as well as provision for additional functions.

2. That the proposed standing committee on research and development give early attention to the research, evaluation, and advisory services required through the whole field of tertiary education, and especially to those relating to the obligations of the technical institutes, the industrial training boards, and the Vocational Training Council.

Chapter 20: Research Training and Professional Development

1. That the universities be requested to examine their plans for improving the training of research workers including consideration of the ways in which they will be able to collaborate closely with the proposed regional centres in arranging post-graduate training and field experience for senior students.

2. That provisions be made for awarding annually a range of post-graduate fellowships and scholarships designed especially to prepare candidates for careers in educational research and development.

3. That special courses be instituted to expand the knowledge and expertise of inspectors and others in responsible positions on curriculum theory and development, the design and analysis of experiments, test development and assessment, materials evaluation, and programme analysis.

4. That officers of the Department of Education be encouraged to attend courses in training on programme planning and evaluation at the International Institute for Educational Planning or similar international agencies.

5. That programmes for the continuing education of teachers include a regular series of seminars and conferences to enable school principals, senior teaching staff, curriculum and advisory personnel, and senior professional officers to exchange knowledge and experience on the theory and problems of programme or institutional evaluation.

6. That special consideration be given to collaboration with Australian institutions in upgrading and improving competencies of specialised research staff.

Chapter 21: Planning and Financing Educational Research

1. That the provision of funds for the recommendations set out, including the establishment of regional research centres, become a charge upon the Vote: Education, and not upon the existing budgets of tertiary or other institutions with which these various organisations are to collaborate.

2. That the Advisory Council for Educational Planning be requested to establish an expert standing committee on educational information and statistical services.

3. That until such time as a statutory authority or advisory board is established to formulate national research policies for education, the Advisory Council for Educational Planning be requested to set up an expert standing committee on research and development in education to give immediate advice on the development of educational research services.

APPENDIX

SUBMISSIONS, PAPERS, STUDY GROUP MEMBERSHIP, AND VISITORS TO THE WORKING PARTY

When it began its task the working party had available to it submissions on educational priorities received by the Advisory Council on Educational Planning and the Educational Priorities Conference secretariat.

The submissions were—

(1) In response to the Advisory Council's invitation of May 1970 to a group of selected educational organisations for submissions on educational priorities, which the council hoped to use for its own information.

(2) Responses to a November 1970 invitation to the public at large for submissions following the Minister of Education's request that the Advisory Council "survey community opinion" in preparing for him a report on educational priorities.

(3) Revised, amended, and new submissions made to the Advisory Council when it subsequently decided to use the submissions as source material for the Educational Priorities Conference 1972.

During the course of the working party's deliberations, supplementary submissions were received from:

Advisory Council on Educational Planning (Standing Committee on Teacher Training).
Federated Farmers of New Zealand.
Maori Organisation on Human Rights.
National Advisory Council on Employment of Women.
National Youth Council of New Zealand.
New Zealand Association of Health, Physical Education, and Recreation.
New Zealand Council for Christian Education (Otago Committee.)
New Zealand Educational Institute.
New Zealand Employers' Federation.
New Zealand Nurses' Association.
New Zealand Playcentre Federation.
New Zealand Post Primary Teachers' Association.
New Zealand Psychological Service Association.
New Zealand School Committees' Federation.
Women's Division—Federated Farmers of New Zealand.
E. P. Blampied, Christchurch.
Mrs H. Brew, Wellington.
A. G. Brooker, Invercargill.
D. Brough and D. Wills, Wellington.
P. E. Courtney, Christchurch.
F. Doolin, Auckland.
A. D. Kelly, Mangakino.
P. Macaskill, Wellington.
M. B. Parsons, Christchurch.
D. Watson, Auckland.
P. G. Wilson, Dunedin.

A number of study groups were established to prepare reports for the working party. These groups involved persons other than working party members, and acknowledgment is made of their contribution.

Secondary Education

R. P. G. Parr, Auckland; B. H. McLean, Auckland; J. Millar, Auckland. (A number of other persons were co-opted to assist on specific occasions.)

Assessment

Dr W. B. Elley, Wellington (Chairman); J. R. Caldwell, Wellington; H. Offenberger, Wellington; B. B. Ramage, Wellington; M. Ross, Upper Hutt; J. D. Murdoch, Christchurch.

Research

Professor P. S. Freyberg, Hamilton; Professor C. G. N. Hill, Palmerston North; L. J. Ingham, Wellington; Professor G. A. Nuthall, Christchurch.

Educational Technology

J. T. Dykes, Christchurch; A. E. Lyne, Wellington; P. R. Miles, Wellington; E. A. Palmer, Porirua; J. W. Quinn, Auckland; B. W. Smyth, Christchurch; C. J. Wright, Christchurch.

Libraries

G. R. McDonald, Wellington (Chairman); J. W. Blackwood, Palmerston North; Miss J. R. Campbell, Wellington; Miss J. D. MacLean, Wellington; Mrs L. M. Rosier, Wellington; D. M. Wylie, Wellington.

Maori Education

Dr R. A. Benton, Wellington; J. Bennett, Havelock North; Mrs A. N. H. Bosch, Wellington; K. Dewes, Wellington; P. Ranby, Wellington; T. Reedy, Auckland; T. K. Royal, Wellington; A. F. Smith, Wellington; N. A. Watene, Petone.

Special Education

D. E. Gunn, Wellington; Dr S. J. Havill, Palmerston North; A. R. Kerse, Wellington; M. B. Parsons, Christchurch.

Guidance and Counselling

M. L. Boyd, Wellington; D. Brown, Porirua; Mrs D. McNaughton, Auckland; Miss H. Ryburn, Auckland; Miss R. Swatland, Wellington; E. J. Wadsworth, Palmerston North; D. Wood, Lower Hutt.

A seminar on early-childhood education was conducted by the working party and the following attended:

Professor A. E. Fieldhouse, Wellington (Chairman); Mrs S. Davies, Wellington; Mrs A. Densem, Christchurch; Mrs R. A. Elliott, Rotorua; Miss L. M. C. Ingram, Motueka; Mrs A. Johnson, Upper Hutt; Mrs D. Johnson, Porirua; Miss W. Lee, Napier; Miss J. Mitchell, Lower Hutt; Mrs B. Morris, Wellington; Mrs I. Tawhiwhirangi, Wellington.

At the request of the working party papers were prepared by:

Department of Education (several).
Curriculum Development Unit, Department of Education.
Professor R. S. Adams—"The Role of the Teacher".

The working party received visits from:

Hon. P. A. Amos, Minister of Education.

Professor F. W. Holmes, Chairman, Advisory Council on Educational Planning.

Head Office, Department of Education:

P. W. Boag, Director of Secondary Education; H. Egdell, Chief Executive Officer (Special Duties); A. E. Hinton, Assistant Director-General (Administrative); J. J. Lee, Director of Primary Education; B. B. Ramage, Inspector of Secondary Schools; W. L. Renwick, Assistant Director-General; T. K. Royal, Inspector of Maori and Islands Education; A. F. Smith, Officer for Maori and Islands Education; K. M. Woodward, Senior Inspector of Secondary Schools.

Curriculum Development Unit, Department of Education:

R. G. Aitken; D. J. Francis; G. R. McDonald; P. R. Miles; O. Tate.

Dr W. B. Elley, Assistant Director, New Zealand Council for Educational Research.

Dr R. Fitzgerald, Chief Research Officer, Australian Council for Educational Research.

Hon. A. H. Nordmeyer, Chairman, Working Party on Organisation and Administration.

J. R. Osborne, Chairman, Working Party on Aims and Objectives.

R. C. Stuart, Director, Vocational Training Council.

Working Party Meetings

The working party first met at Hogben House, Christchurch, between 24–27 October 1972. Following that, 12 meetings, spread over a total of 18 days, were held in Wellington until the working party completed its deliberations on 4 December 1973.

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